Summative Evaluation of the Labour Management Partnerships Program: A Summary of Statistical and Qualitative Research Results

Final Report

Program Evaluation
Strategic Policy and Planning
Human Resources and Skills Development Canada

July 2004

SP-AH-668-07-04E
(également disponible en français)

106-02536/

Paper
ISBN: 0-662-38437-7
Cat. No.: HS28-10/2004E

PDF
ISBN: 0-662-38438-5
Cat. No.: HS28-10/2004E - PDF

HTML
ISBN: 0-662-38439-3
Cat. No.: HS28-10/2004E - HTML

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Executive Summary

The Labour Management Partnerships Program (LMPP) is a contributions program that was launched in December 1991. This program supports joint labour-management initiatives and projects that are designed and implemented in the workplace, or at sectoral or national levels, to foster and improve the labour-management relationship. The program's budget was about $1.8 million in 1996-97 and was $1.6 million in each of the subsequent years.

The LMPP's objective is pursued through specific types of priorities and funded projects. The program offers financial support, on a cost-shared basis, to employers and unions for three types of projects:

- **Workplace projects:** joint labour-management "pilot" projects designed to promote productive, fairer, more accessible workplaces and improved labour-management relations and understanding;
- **Conference projects:** on key labour-management issues; and
- **Research projects:** aimed at improving labour-management relations.

Individual projects may be funded up to a maximum of $100,000 and may have a duration of up to two years.

LMPP was previously evaluated in 1997. That evaluation concluded that the program provided good value and should be better marketed. The current evaluation is for the period 1997 to 2002, and the focus is on examining the degree of program success and the mechanisms of success (i.e., how positive results are achieved).

Evaluation Methodology

This report highlights the statistical and qualitative data from three lines of evidence:

- Descriptive statistics from a survey of over 200 LMPP participants (i.e., senior managers in industry and other sectors; union officials; researchers; and others in participating organizations) involved in one of the 120 LMPP projects during the evaluation period;
- 21 Case studies drawn from 120 LMPP projects conducted during the evaluation period (i.e., 11 workplace projects, seven conference projects, and three research projects); and
- A total of 16 key informant interviews with business leaders, leaders of organized labour, academics, and LMPP and other HRDC staff.

Main Findings

Nearly all LMPP Projects met the goals outlined in their project proposals to HRDC and contribution agreements, with few shortfalls.

Nearly all projects were successfully completed. The participants' survey indicated that:

- 87 percent of management, labour and other participants assessed their project as achieving most or all of the expected results;
- another 5 percent assessed their project as achieving some of the expected results; and
- only 8 percent indicated that their project achieved few or no results.

Only three of 21 case study projects did not fully achieve their goals.

Qualitative and quantitative analyses indicate that LMPP projects had a number of positive impacts.

Nearly all LMPP projects had a positive influence on labour-management relations at the workplace level and in general. The participant survey indicated that LMPP projects were considered to have produced substantial benefits (60 percent) or some benefits (34 percent) on labour-management relations. Almost all of the case studies had positive effects on building trust, opening lines of communication, and reducing long-standing difficult or tumultuous relationships.

The evidence also indicated that LMPP projects helped to improve productivity and performance of employees in the case of workplace projects (reported by 86 percent of those interviewed), along with reduced absenteeism and increased worker participation in decision-making. LMPP projects were also found to add to the existing body of knowledge: specifically, positive impacts of LMPP projects on the body of knowledge were noted by 96 percent of the project participants surveyed. The evidence also indicates that LMPP projects aided in the avoidance or settlement of labour disputes.

Another positive impact of the LMPP was that it was credited with aiding the prevention or resolution of ongoing and imminent labour disputes. For example, 77 percent of survey respondents indicated that LMPP projects benefited the settlement of labour disputes. In case studies, LMPP was credited for renewing labour relations, avoiding impending disputes, reducing the number of grievances, and in one case implementing a new dispute resolution process.

A number of factors were identified as contributing to the LMPP's positive impacts.

This evaluation identified five mechanisms/activities that occurred with LMPP workplace projects and that helped to improve/facilitate better labour-management relations:

1. *working towards the common goal(s) of the LMPP project;*
2. *meeting regularly as a joint committee for the purposes of the LMPP project;*
3. *information sharing and understanding one another's position;*

4. *meeting in a neutral setting; and*
5. *implementing practical workplace policies, programs and guidelines.*

These types of experiences under the LMPP project appeared to result in a variety of positive workplace changes.

Mechanisms cited as helping to increase productivity included increased information sharing, reduced absenteeism, better morale, reduced injury rates, and improved labour-management relations (a feedback loop).

The evaluation data indicated that only a small 5 percent of the projects would have gone ahead in their full form without LMPP funding.

Managers in industry and public sector agencies and union representatives alike indicated that most of the projects would not have proceeded at the same level or at all without LMPP funding. The participant survey indicated that half of all projects would not have proceeded at all without LMPP, and that more than 44 percent would have been limited in scope without LMPP funding.

Cost-sharing requirements of LMPP were generally regarded as reasonable by all parties, but labour participants argued in certain circumstances for more support and a more flexible approach.

Labour participants were less likely than management participants to regard the cost-sharing model as reasonable. They argued for more support and a flexible approach, for example, to facilitate worker participation. They were also more likely to feel that the scope of their projects was limited by the cost-sharing requirement (see also below).

The evaluation data indicated that LMPP funding levels were adequate for most projects, but that funding levels were insufficient for some types of projects.

Most participants (67 percent) indicated that the funding was sufficient for their project's goals, but in approximately 25 percent of cases, participants indicated that the scope and impact of their project were limited by the amount of funding. The case study analysis indicated in particular that the project funding cap of $100,000 is not sufficient for larger scale, high-cost projects.

The evaluation evidence suggests that the LMPP would benefit from being marketed more proactively to increase awareness of the program and reach more workplaces and other organizations.

The need for more marketing was evident in the high ratio of approved to rejected applications and concerns expressed about "repeat users" of LMPP. The evaluation noted that 16 organizations (mostly research bodies or research consortia) were multiple users of the program.

The assessment of program awareness indicated that participants became aware of the LMPP through a variety of avenues. For example, the case study analysis indicated that four of the case study projects cited their longstanding relationship HRDC as their reason for becoming aware of the program. Sponsors of four other projects became aware of the program through collective bargaining and union events. The remainder of the case study participants became aware of the program through corporate contacts, other government programs, previous involvement with LMPP, HRDC conciliators, or the LMPP web-site.

In recent years, the annual program budget has not been fully used, with the unused portion being returned to general funds each year. This indicates that more projects could be funded within the current budget and/or some projects could be funded at a higher level in conjunction with additional criteria aimed at enhancing program outcomes.

Some suggestions for improving awareness are noted in the report, such as more aggressive marketing on the Internet, by HRDC staff, etc. As a more comprehensive market strategy generates more interest and more applications for LMPP funding, it will probably be necessary to develop a way to refine the current set of program funding priorities to direct LMPP funding towards a more select range of labour-management projects. By giving the priority development process a profile and involving labour and management groups, such a process could also be used as a way to increase the awareness and reach of the LMPP.

The sustainability of project results was an area of concern for participants.

Although the evidence indicates that nearly all workplace LMPP projects had positive impacts, nearly half of the LMPP participants surveyed indicated that the sustainability of project results was an area of concern.* In terms of funding, the issue of sustainability of results was the most common concern that emerged from the case study projects. Participants noted that projects seemed to lose their impact after the "pilot" phase ended, and some project results diminished over time.

The report includes some possible suggestions for increasing the sustainability of project benefits: for example, emphasizing the need for workplace projects proposals to include a plan for sustaining project benefits; replacing the two-year time limit on projects with a more flexible time limit: and, possibly, allowing for a sliding contribution rate that is clearly linked to sustainability.

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* The issue of sustainability was mentioned by 64 percent of labour, management and other project participants who completed the telephone interview survey, suggesting the importance of this issue. A supplementary survey confirmed this finding. Because of the salience of this issue, 30 workplace participants were re-contacted in late November to ask them a structured question on sustainability. When asked "How would you describe the sustainability of benefits of the LMPP project in the workplace?," responses were 13 percent "short term," 27 percent "medium term," 27 percent "long term," 17 percent "permanent," and 17 percent "could not answer."

The dissemination of knowledge and lessons learned were identified as areas for strengthening the LMPP.

The case study analysis indicates a need to establish and strengthen mechanisms to better disseminate knowledge arising from LMPP projects. Also, the evidence points to a need to develop a process to better identify and share lessons learned regarding the factors that contribute to project success.

Strategic changes could allow HRDC to achieve more with the LMPP.

The evaluation findings to date indicate that, although the LMPP is highly effective, its potential is much greater and could be more fully attained through a more strategic approach in key areas:

- marketing the program more effectively and widening its reach to more workplaces;
- reducing unwarranted repeat use of the program;
- improving the sustainability and permanence of impacts; and
- improving the dissemination of project results and lessons learned to more of Canada's workplaces.

Management Response

In general, management of the Federal Mediation and Conciliation Service (FMCS) is satisfied that the Report accurately reflects the objectives, impacts, results and areas for improvement of the LMPP. The results of the evaluation will play a critical role in providing guidance to the LMPP management in the upcoming renewal of the program's terms and conditions.

It is to be noted that the evaluation recognizes the important and valuable contribution of the LMPP in promoting and establishing labour-management co-operation at the workplace level and in building trust, opening lines of communication and generally helping to improve labour-management relations. The report also highlighted the positive impact of LMPP projects on improving productivity and the performance of employees, along with reduced absenteeism and increased worker participation in decision-making.

The Recommendations contained in the evaluation have confirmed the value of changes in the administration of the LMPP that have recently been implemented and have assisted us in identifying priorities for the coming year. The evaluation's recommendations for greater promotion of the program and a wider dissemination of project results confirm the results of a program risk assessment that was completed in July 2002. Since that time, a number of concrete steps have been taken to market the program more extensively and to undertake efforts to disseminate project results more widely. The LMPP has increased its communication and promotion activities, reviewed its promotional literature and promoted an Internet web-site that provides information and online application capability. In addition, senior FMCS management and mediators and conciliation officers have been actively promoting the program to ensure that unions and employers across Canada are made aware of the support that the LMPP can provide for their efforts to improve their workplace relationships.

It is appreciated that emphasis must necessarily be placed on the sustainability of projects involving the expenditure of public funds. To this end, FMCS Management will in future require that the ability of the parties to sustain the results of a project following its completion (i.e., constructive labour-management relations) be assessed as one of the criteria used to evaluate proposals for LMPP funding. In this way, it is hoped to ensure that the positive effects of Labour Management Partnerships Program projects will be sustained following the termination of the project funding.

In closing, FMCS Management would like to extend its appreciation to Program Evaluation staff and to the research team who contributed to this comprehensive and thorough evaluation exercise.

1. Introduction

The Labour Management Partnerships Program (LMPP) is a contributions program that was launched in December 1991. This program supports joint labour-management initiatives and projec' : that are designed and implemented in the workplace, or at sectoral or national levels, to foster and improve the labour-management relationship. The program's budget was approximately $1.8 million in 1996-97 and was $1.6 million in each of the subsequent years.

The LMPP was last evaluated in 1997. That evaluation concluded that the program provided good value and should be better marketed.[1] The current evaluation of the LMPP examines the degree of program success in terms of rationale, delivery and outcomes for the period 1997 to 2002.

This report highlights the statistical and qualitative research results from three lines of evidence:

- Descriptive statistics from a survey of over 200 project participants (i.e., senior managers, labour officials, researchers and others in participating organizations);
- In-depth case studies of 21 LMPP projects; and
- 16 key informant interviews conducted with leaders in business, organized labour, academia and government.

This report includes the following sections:

- An overview of the program;
- A summary of the evaluation issues and methodology;
- An overview of LMPP participants and projects;
- A review of the implementation of LMPP projects;
- An examination of how LMPP funding was used and the issues of incrementality, cost sharing and adequacy;
- An examination of program impacts and results;
- A consideration of other issues, including the issues of program awareness and sustainability; and
- A summary of the conclusions and possible implications with respect to fine-tuning the program.

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[1] Ekos Research Associates, Inc., *Evaluation of the Labour-Management Partnerships Program (LMPP) Final Report*, Evaluation and Data Development, Strategic Policy, HRDC, March 1998.

2. Program Overview

The LMPP[2] is a contributions program administered by the Federal Mediation and Conciliation Service (FMCS) of Human Resources Development Canada (HRDC). The primary objective of the LMPP is to promote enhanced labour-management relations at the workplace, sectoral or national levels. This objective is pursued through specific types of priorities and funded projects.

The LMPP is one of the few programs operating in Canada that aims at encouraging workplace innovation. This program offers financial support, on a cost-shared basis, to employers and unions for projects that address critical issues related to workplace reorganization and restructuring, new approaches to industrial relations, and human resource management. The program funds three main categories of projects:

- **Workplace projects**: joint labour-management "pilot" projects designed to promote productive, fairer, more accessible workplaces and improved labour-management relations and understanding;
- **Conference projects**: such as symposiums, forums and seminars on key labour-management issues; and
- **Research projects**: aimed at improving labour-management relations.

Individual projects can be funded to a maximum of $100,000 and may have a duration of up to 2 years; 50 percent of project contributions were below $50,000 but close to one third of projects were funded at a level above $80,000.

The LMPP has set the following five priorities for funding projects:

- New labour-management strategies to address workplace issues;
- Joint labour-management research projects on workplace practices or industrial relation issues;
- Alternative approaches to traditional collective bargaining, including new joint approaches to dispute resolution between bargaining sessions;
- Joint labour-management training on labour relations and work-related issues of common concern at the workplace or sectoral level; and
- Conferences, seminars, and research studies on cooperative workplace labour relations.

Proposed projects are assessed according to the following criteria:

- The project has been jointly developed and will be jointly implemented at all stages by labour and management.

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[2] From RFP and the Labour-Management Partnerships Program.

- The project is innovative and would make a new and significant contribution to labour-management relations or labour–business–government relations.
- There is a commitment to practical results that will be widely disseminated.
- The cost of the project is shared 50/50 between the applicant and the LMPP. The applicant's contribution can be made in cash or in kind.

Only pilot or demonstration projects are eligible for LMPP funding. The program is not intended to provide funding for activities that primarily represent the ongoing operations or business plans of an organization, for business start-ups, or for introducing new technologies.

Since the LMPP's goal is to promote joint effort by labour and employers to enhance their working relations, labour-only or employer-only applications are not normally regarded as eligible for funding. Exceptions can be made, however, in cases where the applicants plan, as an essential part of their project, to promote dialogue between business and labour.

To obtain funding, projects must demonstrate that they have met a number of the assessment criteria. The more criteria a project meets, the more likely it is to receive funding. In addition, projects that are under the federal labour jurisdiction are given priority over other projects. And projects that involve provincially regulated workplaces must address issues of regional or national significance.

An NHQ unit is primarily responsible for the management and administration of the program. This group has been reduced in size since the 1997 evaluation from 10 FTEs to 5 FTEs.[3]

A broad literature exists to indicate that joint efforts of labour and management can produce important value for industry, all workplace parties, and for society as a whole. Some key supporting mechanisms and barriers have been illustrated by previous research and writings, for example by Gunderson.[4] (See Annex A for Notes on the Literature.)

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[3] The impact of this downsizing on the program is not examined in this report. Some LMPP participants did comment, however, that declining access to LMPP staff was hindering project development.

[4] Morley Gunderson, *Rethinking Productivity from a Workplace Perspective*, Canadian Policy Research Network, March, 2002. Gunderson examines a variety of factors that may impact sustainability of changes, such as managerial, employee and union resistance to change, views of workplace changes as a source of competitive advantage (limiting information sharing), poaching, and other factors.

3. Evaluation Issues and Methodology

This section summarizes the evaluation issues examined by this report. It also presents the main components of the methodology used for this stage of the evaluation.

3.1 Evaluation Issues

This evaluation covers the period 1997 to 2002. It addresses major issues regarding program rationale, program delivery and program outcomes. Because this is an in-depth evaluation of the program, it must go beyond answering the question "Did the LMPP foster and improve the labour-management relationships?" It should also cover topics related to the intended and possible unintended effects resulting from the program. For example, in Section 6, the report addresses the issue of the "sustainability of program benefits." Such a wider analysis falls under the requirements of Treasury Board policy on program evaluation.[5]

The focus of the study is on examining the degree of program success and the mechanisms of success, i.e., how positive results were achieved. Key questions for the current evaluation of the LMPP and addressed in this report are listed below:

- How do participants become aware of the LMPP? Is there a need to improve awareness of the LMPP? How could awareness be improved?
- What impacts did the LMPP funding have on the projects? To what extent, if at all, would the projects have proceeded without the LMPP funding? Were the projects successfully completed?
- To what extent did the projects accomplish the "expected results" outlined in the contribution agreements?
- Did the project(s) influence labour-management relations at the workplace/industry or sectoral level?
- Did the LMPP enhance the productivity[6] and performance of participating organizations, their associated clients or members?
- Did the LMPP have a significant influence on the settlement of labour disputes at the participating organizations or unions?
- Was the cost-sharing requirement considered to be reasonable by all parties? Did the cost-sharing requirement limit the scope and potential of the LMPP?

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[5] Treasury Board policy, dated April 1, 2001, states that one of the purposes of the evaluation function is "to provide, where appropriate, periodic assessments of program effectiveness of impacts both intended and unintended, and of alternative ways to achieve program results."

[6] Productivity is a measure relating a quantity or quality of output relative to the inputs required to produce it. Productivity is often considered to mean labour productivity, which can be measured by quantity of output per unit of time spent or numbers employed.

- Given the budget constraint, did the funding priorities and assessment criteria lead to an optimal allocation of the limited program funds?
- Was the level of funding per project sufficient to effect the desired results?
- If the level of funding per project were raised, would the annual LMPP budget be sufficient to meet the demand for the LMPP?
- Could the program be fine-tuned to broaden its scope and enhance its effectiveness?

The analysis conducted for this report gave particular attention to the issues regarding implementation of LMPP projects, funding, impacts and results, and alternatives. An underlying consideration throughout this stage of the evaluation was: "*If the program has positive impacts, what exactly is happening that produced good results -- what is the underlying theory or model?*"

This stage of the evaluation also examined sustainability as a program issue and examined some aspects of repeat use of the program.

Sustainability as an emerging project issue posed particular challenges for the evaluators.

Sustainability of project impacts was identified as an evaluation issue in the early stages of the evaluation. The issue of sustainability emerged primarily from the program participants themselves. Its significance was also added to by the fact that sustainability is a key concern of the federal government today, and by the fact that sustainable projects are almost certainly beneficial to the cost-effectiveness of the program. The challenge for program administrators is to support pilot project-type programs with sustainable results that do not rely on long-term funding.

3.2 Components of the Evaluation Methodology

Evaluating programs designed to achieve their objectives through groups and organizations beyond the direct influence of the program itself presents a number of practical challenges. In the case of the LMPP, the objective is to support joint labour-management initiatives that are developed to foster and improve labour-management relationships. The program provides funding to program participants on a cost-sharing basis: for every dollar from LMPP, program participants contribute at least one dollar in cash or in kind, often considerably more. The projects are highly diverse with diverse outputs/outcomes, and their final results/impacts depend on persons, groups and organizations that are beyond the direct control of the program. This means that, in specific instances, the impacts (e.g., on labour-management relations, employee productivity) are difficult to track and measure.

The evaluation methodology developed for the LMPP recognized these challenges and attempted to address them, for example by:

- Emphasizing the use of multiple lines of evidence;

- Applying a strong quantitative database derived from a survey of project participants; and

- Making use of case studies to provide in-depth concrete evidence on project outputs and impacts – and complementary evidence on how project results were actually attained.

The findings reported in this report are based on the following three lines of evidence.

- ***Participant Survey***: Over 200 senior managers, labour officials, researchers, and others in participating organizations were interviewed for the evaluation. Each of the surveyed participants had been involved in one of the 120 projects conducted during the evaluation period. Interviews provided both quantitative and qualitative data.

- ***Case Studies***: Case studies were conducted to collect hard evidence for the evaluation to help measure the impact of LMPP-funded projects on different organizations, and to help identify the underlying mechanisms involved in the observed changes or impacts. The case study analysis was designed to capture and represent, to the greatest extent possible, the diversity of projects funded by the program between 1997 and 2002. In total, 21 projects were selected from the 120 projects conducted during the evaluation period.

Eleven of the case studies were workplace projects, seven were conference projects and three were research projects. The selected projects represent a national sample of projects, with four from Atlantic Canada, nine from Central Canada, five from the Prairies, and three from Pacific Canada. The scope and size of the case study projects varied. For example, six projects were conducted at the industry level, four at the municipal level, two at the regional level, two at the provincial level, and seven at the national level.

A summary of each of the case studies is provided in Annex B.

- ***Key Informant Interviews***: These interviews were conducted with business leaders, leaders of organized labour, academics, and LMPP and other HRDC staff to provide a more strategic view of selected program issues. In total, 16 interviews were completed with key informants.

3.3 Strengths and Limitations of the Evaluation Approach

A number of steps were taken to address the practical difficulties in evaluating the LMPP:

- The multiple lines of evidence approach was emphasized to allow for findings from one approach to be substantiated/corroborated by findings from other lines of evidence. In the case of the LMPP, considerable emphasis was also given to the convergence of management and labour views — a result that is seen as enhancing and underlining the validity of the findings. This use of multiple lines of evidence allows for greater reliance and confidence to be placed in findings, especially those from non-objective sources (e.g., respondents to the survey of project participants).

- Case studies that illustrate and/or demonstrate program outputs and impacts are also an important line of evidence. The 21 case study projects were selected to represent the diversity of LMPP projects to enable the case study analysis to examine a broad range of program issues in considerable depth. The case studies also add concreteness and provide in-depth understanding and insights on how impacts are achieved.

Although the evaluation approach developed for the LMPP recognized and attempted to address the evaluation challenges of this type of program, some limitations should be noted.

- The evaluation methodology did not involve a comparison group. This was due to the lack of data available to identify a valid comparison group. This methodological limitation was recognized by the evaluators from the outset, following a considerable discussion and search for possible alternatives. The lack of a comparison group was compensated for, in part, by the application of multiple lines of inquiry.

- In placing emphasis on the convergence of management and labour views, somewhat less attention is given to LMPP projects primarily involving academics (conferences and research), although their views about LMPP were generally consistent with the views of the workplace parties.

4. Program Participants and Project Descriptions

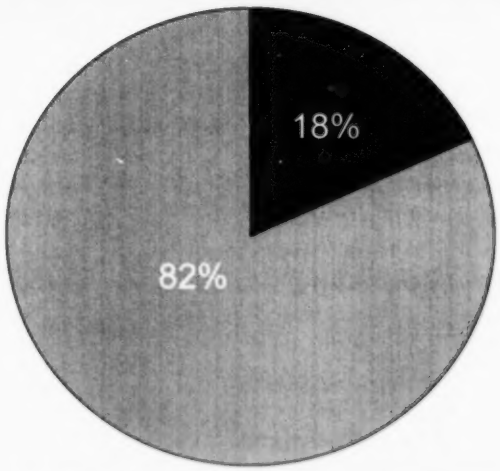
This section provides an overview of LMPP participants and projects for 1997 to 2002.

4.1 Overview of LMPP Participants

Workplaces participating in LMPP were generally large workplaces. Over half (61.5 percent) of the workplaces participating in LMPP projects had 1,000 employees or more.

The participant survey indicated that participating organizations ranged from small (fewer than 100 employees) to large (over 5,000 employees).[7] Figure 1 shows that LMPP projects were distributed fairly evenly across organizations of all sizes. However, when looking at the population of all workplaces in both the federal and provincial sectors, it is known that workplaces are predominantly of a smaller size (fewer than 100 employees). In 1997, 98 percent of the approximately 955,800 employers had fewer than 100 employees (Tjepkema, M., and Brunet, J., May 2000). In contrast, the majority of LMPP participating workplaces have 100 or more employees.

Figure 1
Distribution of Participating Organizations by Size



[7] Reporting participants reported that 18 percent had fewer than 100 employees; 20.5 percent had 100–999 employees; 20.5 percent had 1,000–1,999 employees; 23.1 percent had 2,000–4,999 employees; and 17.9 percent had over 5,000 employees.

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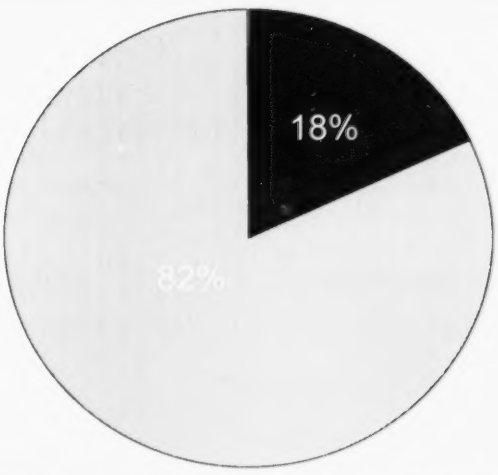

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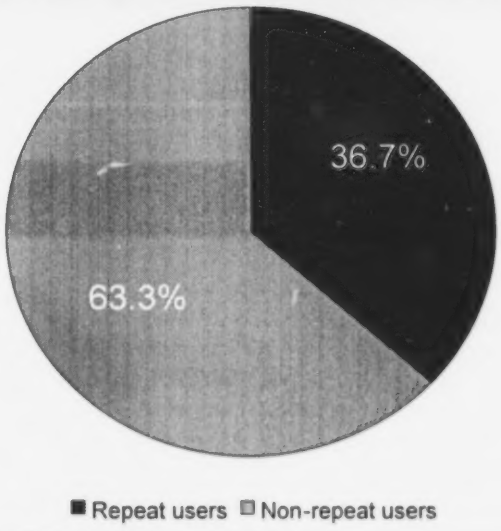
Most applications in the period from 1997 to 2002 received funding, and repeat users accounted for over a third (36.7 percent) of the projects in the evaluation period.

Program participants included workplaces, research institutions and associations. Most 1997–2002 applications for LMPP funding were approved.

The participant survey indicated that many of the participating research institutions and associations, rather than workplace organizations, are repeat users of the program. For example, one institution received funding for seven major LMPP projects during the 1997 to 2002 period.

An analysis was conducted to determine the number of repeat users for 1997 to 2002. It was found that there was a total of 16 repeat users, and these 16 repeat users accounted for 44 (or 36.7 percent) of the 120 projects conducted during this period (as shown in Figure 2). As noted, most repeat users were associations and research institutions.

Figure 2
Distribution of "Non-repeat Users" and "Repeat Users"



4.2 Overview of LMPP Projects

A little more than half (51 percent) of the LMPP projects were workplace projects, and another 13 percent combined workplace and other features.

A little more than half of LMPP projects were workplace projects, with the balance divided more or less evenly among conferences (18 percent), research projects (18 percent), and projects combining workplace and other features (13 percent). LMPP funding for projects ranged from $23,289 to $100,000. Some of these projects had been

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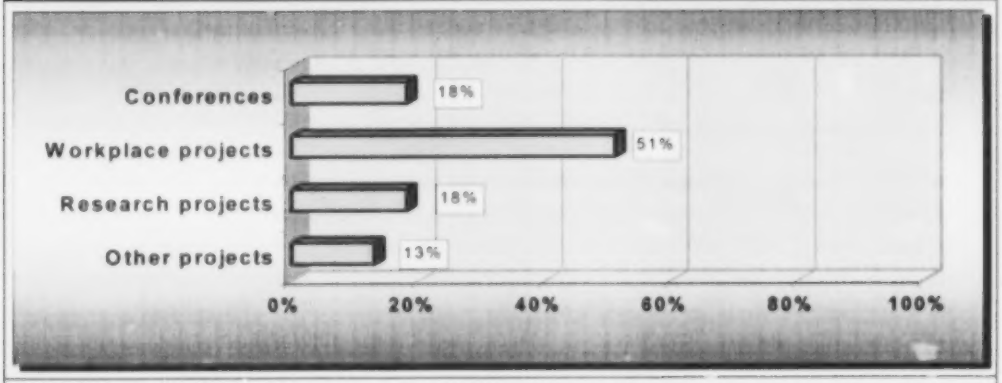
Figure 3
Types of LMPP Projects*



* Projects that did not fit the three main categories were mainly combined projects, such as projects combining a workplace pilot project with research.

LMPP supported demonstration projects related to the full range of topics of concern to Canadian employers and workers today.

Workplace projects: LMPP supported workplace activities and provided workplace demonstration projects in such areas as: integrating women in non-traditional jobs; introducing work teams into the organization; initiating community, labour and management partnerships; and implementing interest-based negotiation and expedited grievance resolution processes in the workplace.

Examples of workplace projects include:

- developing a database of successful rehabilitation initiatives;
- supporting a joint initiative to empower workers at the shop floor level to enhance company competitiveness and job security;
- training on joint problem-solving decision-making committees to resolve issues;
- developing a program to help workers and management understand their rights, responsibilities and obligations to ensure workplace safety;
- identifying technical and employability skills essential to employment advancement in the textile industry; and
- identifying employee skill sets in relation to new job classifications following a move by the organization from military to commercial equipment.

[8] One project was not complete as of the writing of this report.

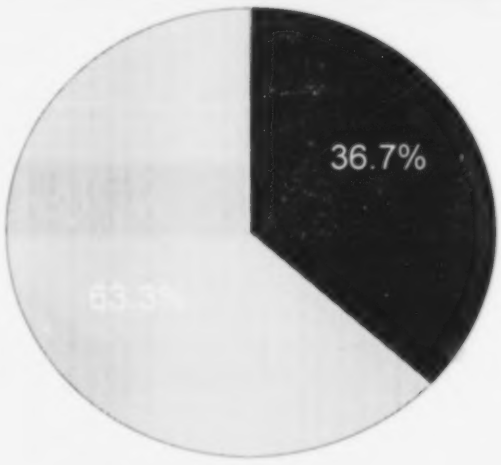
Most applications in the period from 1997 to 2002 received funding, and repeat users accounted for over a third (36.7 percent) of the projects in the evaluation period.

Program participants included workplaces, research institutions and associations. Most 1997–2002 applications for LMPP funding were approved.

The participant survey indicated that many of the participating research institutions and associations, rather than workplace organizations, are repeat users of the program. For example, one institution received funding for seven major LMPP projects during the 1997 to 2002 period.

An analysis was conducted to determine the number of repeat users for 1997 to 2002. It was found that there was a total of 16 repeat users, and these 16 repeat users accounted for 44 (or 36.7 percent) of the 120 projects conducted during this period (as shown in Figure 2). As noted, most repeat users were associations and research institutions.

Figure 2
Distribution of "Non-repeat Users" and "Repeat Users"



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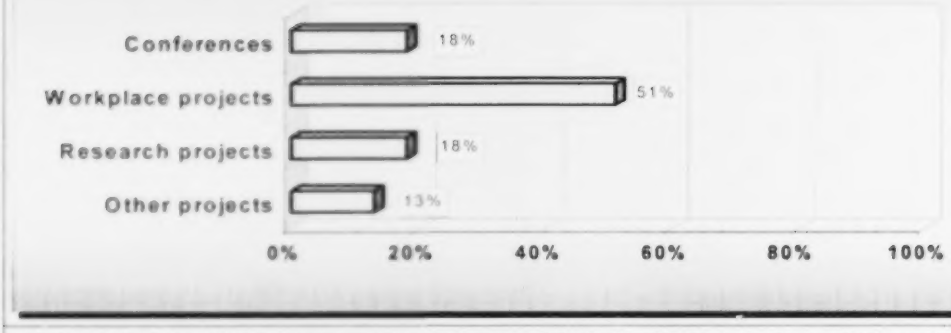

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Examples of the goals of workplace projects include:

- Developing and implementing a strategy to improve labour-management relationships;
- Developing new ways of working cooperatively to resolve workplace issues; and
- Providing unions and management with an understanding of conflict theory, interest-based problem-solving, and constructive problem-solving.

Conference projects: Conference projects included symposiums, forums or seminars held in order to address labour-management issues. Examples of conference projects include:

- a multi-lateral conference held to examine the evolution of labour legislation and social security since the development of free-trade agreements;
- a conference to provide a forum for discussion of principles and practices in pay and employment equity initiatives;
- a forum to encourage dialogue and debate among stakeholders on the issue of work in British Columbia;
- a national conference on the issues of workplace stress and family violence in a climate of downsizing; and
- a conference on the transition to a knowledge economy and the role of education providers, knowledge economy drivers, and labour organizations as facilitators for this transition.

Examples of the goals of conference projects include bringing labour and management together:

- To plan, design and organize a joint symposium on the state-of-the-art of dispute resolution in the workplace to broaden the understanding of joint approaches/strategies to dispute resolution in the workplace; and
- To discuss innovative dispute resolution practices and experiences that are emerging in the workplace and their impact on fostering more effective labour-management relations.

Many of the conference projects were national or regional in scope, and a few were international in their reach.

Research projects: Research projects examined such matters as the composition of the work environment and the relationship between management and labour. They generally involved a variety of research methods, such as focus groups, roundtables, surveys and similar data collection.

Examples of the goals of research projects include:

- Redefining the labour-management relationship to move towards an industrial partnership model between the union and employers that produces value added for both parties; and

- Fostering new attitudes, approaches and working relationships based on common interests between labour and management, such as profitability, business development, creation of jobs, improvements in job conditions and job quality, and respectful labour-management relationships.

The output from these projects was usually a final report and the development of recommendations to improve labour-management relationships, but projects did not necessarily include the implementation of the recommendations.

5. Implementation of LMPP Projects

This section identifies the activities that were undertaken in the LMPP projects and the labour-management participation in LMPP projects. This section also examines the balance of labour-management participation.

5.1 Types of Activities Undertaken in LMPP Projects

The implementation of LMPP projects involved a variety of activities.

The types of activities undertaken to implement LMPP-funded projects varied greatly by the type of project and the issues addressed. For example, a large majority of the projects involved the formation of joint union–management committees. Many also indicated the involvement of a third party in the role of facilitator. Examples of third parties included non-profit organizations, researchers or consultants.

Workplace projects: Typical activities undertaken for workplace projects included workshops and specialized training sessions for labour, management and employees. The training sessions addressed topics such as technical knowledge on occupational health and safety, causes of absenteeism, and joint committees. Other projects involved the production of training and informational materials (such as brochures and videos), opinion surveys, policy-making and feedback sessions.

Workplace projects also generally involved specific liaison activities between labour and management. This was clearly illustrated in the case studies. For example, in six of seven case study projects, the project was led by a joint union–management steering committee. These committees met on a regular basis to oversee the implementation of their projects.[9] A consultant was hired to lead the implementation of the seventh case study project. Additionally, liaison activities between union, management and employees were supported by a wide range of communications, including web-sites, employment fairs, articles in company and union newsletters, and information sessions with staff.[10]

Conference projects: Typical activities undertaken for conference projects included planning and organization of seminars, forums and roundtables. In three of the seven conference case study projects, the project was planned and implemented by a joint labour-management committee. In the remaining four case study conference projects, the project was initiated by a neutral or bipartite third party organization, such as a research centre.[11] Steering committees for the conferences selected speakers and papers for presentation, marketed and advertised the conference, and, in most cases, recorded and published the conference proceedings.

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[9] This meeting on a regular basis during the project illustrates the potential for spillover effects in other areas that may result from the regular meetings, such as opening communications channels.

[10] Training was sometimes intended to prepare for projects and sometimes to diffuse ideas or issues emerging from projects.

[11] In these case study projects, labour and management were more likely to be involved in the projects as participants.

Research projects: Research projects generally involved a variety of methods: focus groups, roundtables, surveys and similar data collection. In two of the case study research projects, the result was a published paper of findings. The third research project case study involved the first phase of a multi-stage project and focused on educating labour and management about a process they wished to adopt. No published report was written for this project. In two of the three research case study projects, implementation was led by a joint labour-management committee. In the third case study, an external research team designed and conducted the research.

The most common obstacle encountered during the implementation of projects was pre-existing poor labour-management relations. Costs, funding and other issues were also noted.

The case study analysis identified a number of obstacles that were encountered during the implementation of the case study projects. *The most common obstacle was pre-existing poor labour-management relationships.* This was no surprise, since many LMPP projects were specifically developed to address a climate of poor labour-management relations. In these cases, participants often approached the projects with skepticism. Deteriorating labour-management relationships as a result of collective bargaining also interrupted three of the case study projects – and one of these included a nine-day strike. In another project, labour and management had difficulty coming to a common understanding of the project goals and workplace problems.

Problems with cost and funding were also identified as obstacles for some projects. In one case study project, for example, sponsors underestimated the cost of producing a video that used up unexpected project resources, and as a result of a resources shortfall, the sponsors were unable to produce a proposed web-site. In another case study project, a national conference had to be restructured as a series of regional seminars, due to the lack of resources, leading to a very different outcome than had originally been proposed. The participant survey confirmed that cost and funding were obstacles for some projects, with 25 percent of those interviewed in the larger survey indicating that these were limiting factors.

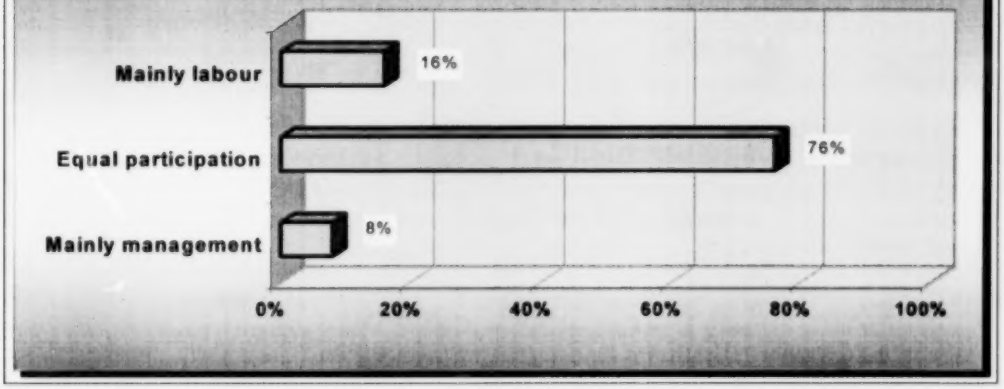
Other obstacles mentioned for specific projects included seasonal production problems, a lack of senior-level representatives, and (in one case) the effects of the events of September 11 on conference attendance. Lack of sufficient funds for translation was also an issue for some projects (12 out of 200 survey responses mentioned translation as an issue in the survey).

5.2 Labour-Management Participation

A high level of balance in labour-management participation was reported by both management and union representatives.

In the survey of project participants, a high level of balance in labour-management participation was reported by both management and union representatives. For example, 76 percent of participants surveyed indicated that the balance was equal. Where participation was not equal, a slight weight towards labour (16 percent of participants) was noted, as compared to a smaller weight towards management (8 percent of participants).

Figure 4
Balance of Labour-Management Participation



Similarly, in the majority of case study projects, labour and management participation appeared to be generally equal, although sometimes with slightly more involvement from the labour side, as evidenced by the number of active participants.

It should be noted, however, that in some instances, neither the management nor labour representatives were deeply involved in the implementation of the project. This was seen in the case study analysis, where six of the case study projects were implemented by a research centre, a research team or a production firm.

In many cases, the time commitment of labour and management participants was short, so that long-term follow-through was not possible. This appeared to be linked to the concept of the pilot projects as 24-month projects and to the regular turnover of personnel in workplaces. These factors were reflected in a number of concerns that emerged regarding the sustainability of LMPP project impacts (which is discussed further in Section 6.6 and also in Sections 8 and 9 of this report).

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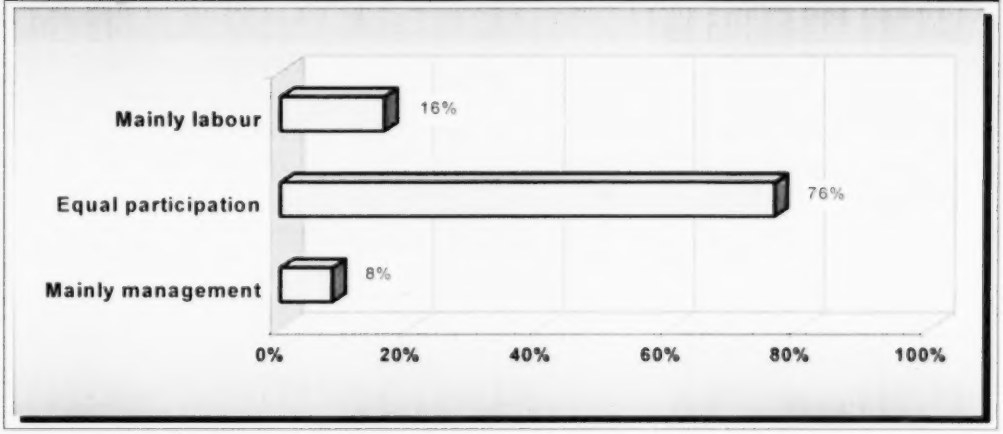

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6. Funding: Uses, Incrementality, Cost Sharing and Adequacy

This section examines how LMPP funding was being used. It also examines several of the evaluation questions: *What impacts did LMPP funding have on the projects? To what extent, if at all, would the projects have proceeded without LMPP funding? Was the cost-sharing requirement considered to be reasonable by all parties? Did the cost-sharing requirement limit the scope and potential of the LMPP? Was the level of funding per project sufficient to effect the desired results?*

6.1 How LMPP Funding Was Used

The use of LMPP funding was consistent with the priorities and criteria of the program.

LMPP funding was used for five main purposes, which appeared to be consistent with the priorities and criteria of the program:

- Production costs of training and informational materials and final reports, including translation;
- Hiring experts, such as consultants, guest speakers, facilitators, and researchers;
- Marketing and advertising events, including producing and distributing promotional materials, printing costs, and web-site costs;
- Incidentals, such as administrative costs, telephone charges, rental of meeting rooms, travel, meal and accommodation expenses; and
- Subsidizing conference registration fees, providing bursaries and offsetting costs of union/employee participation.

6.2 Incremental Effects of LMPP

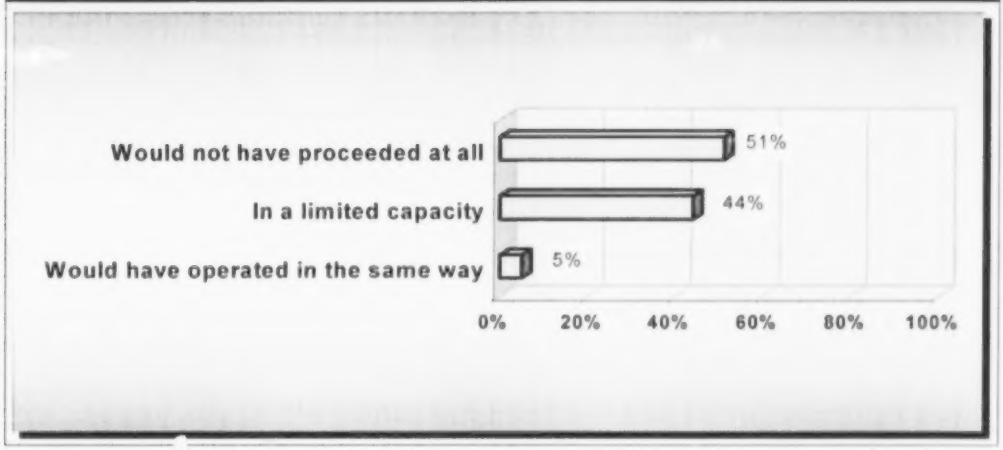
Survey responses indicate that most projects could not have been implemented without LMPP funding -- indeed, only a small percentage (5 percent) of the LMPP-funded projects would have gone ahead in the same way without LMPP funding.

It is important to note that the following findings are strongly supported by both management and labour. This agreement tends to support the credibility of the findings.

Among those surveyed, a little over half (51 percent) indicated that their projects would not have proceeded at all in the absence of LMPP funding. Another 44 percent indicated that their projects would have been limited in scope without LMPP funding.

The remaining 5 percent indicated that their project would have gone ahead in the same way without LMPP funding.

Figure 5
Participants' Views of the Extent to Which Projects Would Have Proceeded Without LMPP Funding



The case study analysis also found that the projects would have proceeded only in a limited capacity or would not have proceeded at all without LMPP funding.

The incremental effects of LMPP were particularly emphasized in terms of enabling labour's participation in the projects. For example, the final report of one case study noted that labour would not have been able to participate in such a large-scale and costly project had there not been matching LMPP funding.[12]

Key informants corroborated the general conclusion that most projects would not have proceeded or would not have proceeded at the same level or capacity without LMPP funding.

The available evidence suggests that the LMPP has additional incremental value in "leveraging" other sources of funding for projects.

LMPP was also seen as having additional incremental value in "leveraging" other sources of funding for projects, such as other levels of government, and private sector sources. For example, endorsement by the federal government was identified as a key factor that enabled a research organization to secure significant additional private funds to finance their proposed conference.[13] Participants noted that "LMPP funding gave their projects credibility."

[12] *Towards Greater Accountability: Introducing Work-teams into Automobile Dealerships.*
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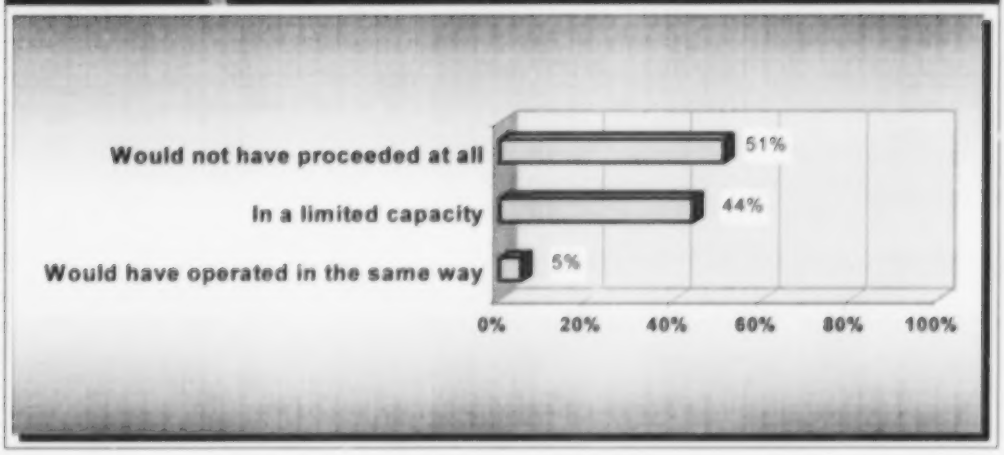

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6.3 Cost Sharing

The general view of LMPP participants is that the cost-sharing formula for the LMPP is reasonable, although the cost-sharing requirement may be limiting in specific instances or for some projects.

The majority (81 percent) of labour, management and other participants surveyed indicated that the cost-sharing formula for the LMPP was reasonable. At the same time, however, a number of participants[14] reported that the cost-sharing requirement was reasonable in general but had limited the scope of their specific projects (as shown in Figure 6). These limitations were attributed to a lack of funds for follow-up activities and costs incurred by labour participants having to pay their own way to meetings.

The case study analysis also generally indicated that the cost-sharing requirement was reasonable and did not limit the potential or scope of most of the projects. In six of the 21 case study projects, however, participants indicated that the cost-sharing requirement had negatively affected their project. Explanations for why the cost-sharing requirement was limiting for some projects included factors such as: difficulties in obtaining matching dollars in certain sectors; extra costs incurred by large-scale projects; and concerns that labour-management contributions far exceeded 50 percent.

Concerns raised about the cost-sharing requirement originated more from labour participants than management participants.

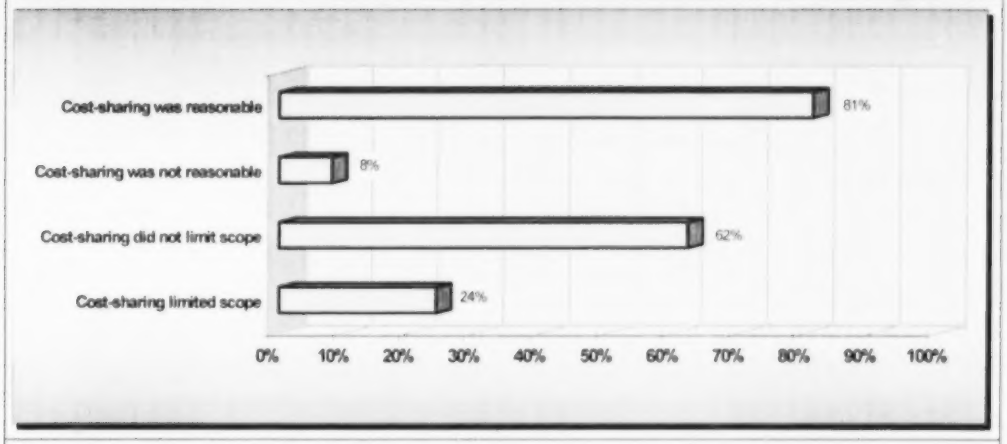
Most participants described the cost-sharing requirement as reasonable and not limiting, but there were notable concerns surrounding this requirement among labour participants. Only 67 percent of labour participants agreed the cost sharing was reasonable, as compared to 83 percent of management participants. This pattern may point to a lack of funds available to labour groups in comparison to management participants, or a need for additional flexibility in the cost-sharing requirement for the labour workplace parties.

The case study analysis corroborated the conclusion that labour participants have more concerns about the cost-sharing formula. In a small number of case study projects, this problem was addressed by the employer providing internal matching funds and using LMPP funds to offset costs to workers. In another project it was noted that it was particularly difficult for unions to participate due to financial constraints: "If a project is significant enough to obtain the $100,000 limit, the 50/50 formula can be a deterrent in many cases: partners may find it difficult (resources, staff) to match funds. There should be more flexibility, for example, on a sliding scale, up to 65 percent for LMPP to 35 percent for partners."

It may be that different types of projects or circumstances may warrant different types of cost sharing or perhaps a more flexible application of the cost-sharing requirement.

[14] Of participants who responded, 25 percent reported that project scope was negatively affected by limited funding, and 24 percent indicated that limits were seen to be the result of cost sharing.

Figure 6
Participants' Views of the Cost-sharing Requirements*



* Percentages do not include "Don't Know" responses.

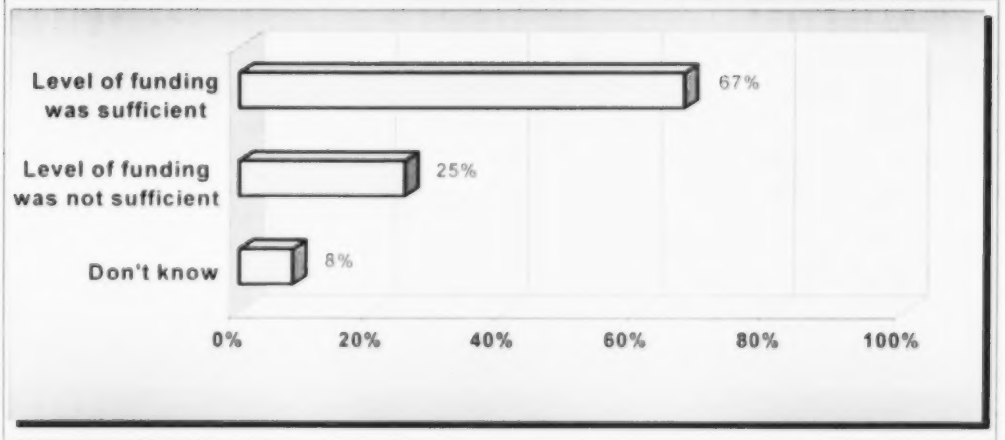
6.4 Adequacy of LMPP Funding

The evidence indicates that funding levels were adequate for some projects but not others.

About two-thirds (67 percent) of the surveyed participants indicated that LMPP project funding was adequate, while another 25 percent indicated that funding was inadequate.

In just over half of the case studies, case study participants noted that the level of funding had been sufficient to achieve the desired results. In the remaining case study projects (just under half of the projects), some or all of the participants reported opportunities lost as a result of limited funding.

Figure 7
Participants' Views of the Level of Funding



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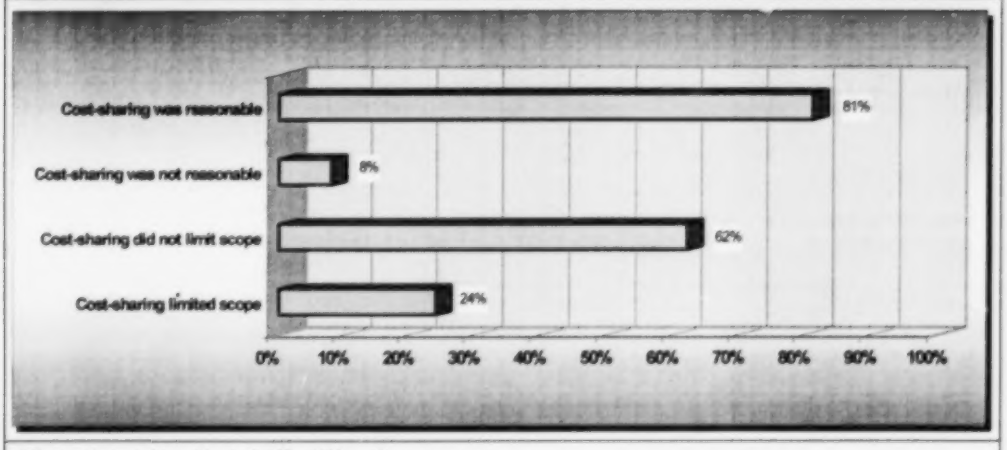

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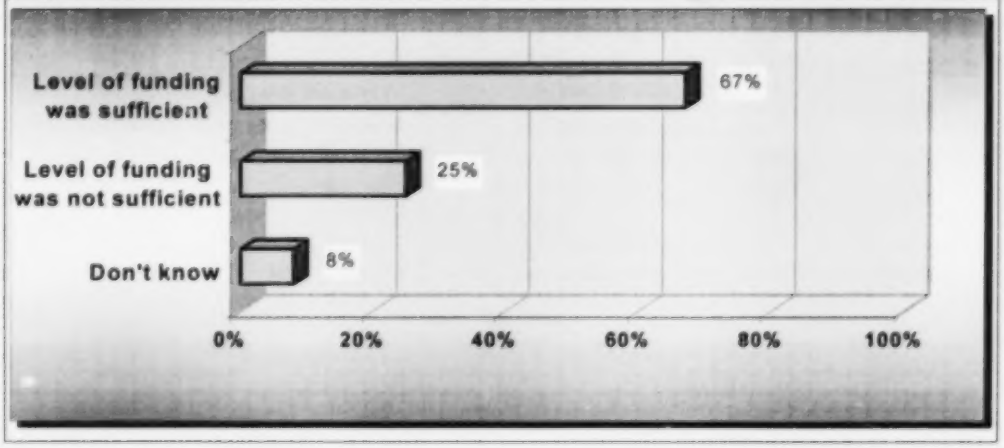


Key informants were also likely to see the funding provided as a factor limiting some important projects.

6.5 Larger Scale Projects

The case study analysis indicated that the level of LMPP funding may be insufficient for larger scale national projects.

In the case of four of the case study projects, the level of funding was not fully sufficient to support a large-scale, national project. In another case, the project had to be redesigned and did not achieve its expected results (as discussed in Section 5.1). Comments in this area included:

- "Regional events such as these seminars are far more time-consuming than other projects, and travel costs are extremely high by comparison."
- "[There was] not proper funding to accommodate simultaneous translation. Quebec people did not have the right kind of translation [...] we could have distributed far more." and
- "It was a high-cost project that had a big agenda and capacity."

Key informant interviews corroborated this concern. One key informant commented: "The cost of living and of doing business has risen substantially since LMPP was introduced, but the funding level has not kept pace. [For example] Some projects require an independent researcher whose cost to the project can be prohibitive."

The concern about funding limitations for large-scale projects points towards a need to re-examine the project funding cap for the LMPP (at least in certain circumstances) and to consider more flexible funding arrangements. In the case of large-scale projects, it might be more appropriate to consider assessing project costs in relation to the range of benefits: for example, some projects may warrant greater support where the benefits are greater.

6.6 Issues Concerning Sustainability

A key concern that emerged from the research was the lack of momentum in sustaining results once the projects were completed.

Sustainability was an issue mentioned by 64 percent of participants. These responses came from participants in workplace, conference and research projects. Among workplaces — the largest group of projects — 68 percent of participants raised sustainability issues. Fewer participants in conference projects (55 percent) and research projects (58 percent) raised questions about sustainability. Interestingly, "other" projects, which blended different types of approaches, such as conferences involving workplaces etc., reported still higher concerns with sustainability issues: 75 percent. This across-the-board expression of interest in sustainability reflects the focus of all of the projects, regardless of type, on change in the

workplace. These findings match a quantitative follow-up sub-study in which the evaluators asked a sample of workplace participants specifically about sustainability issues. In the follow- up survey of 30 workplace respondents, 40 percent indicated that sustainability of program benefits was short or medium term, and only 17 percent indicated that impacts were permanent.

Additionally, sustainability was an issue raised in several case studies by all three types of projects, which supports these findings. The case study analysis noted that the projects had produced desired results, but that funding was not available to ensure the long-term maintenance of these results, and other mechanisms for funding follow-up seem to be lacking. Comments from case study project participants included:

- "The level of funding was sufficient to provide only a 'first-level' of training in interest-based approaches. Ongoing training is key to sustaining the initiative."
- "Nowadays you have to have more, especially if you want to see it go on." and
- "[There was not enough funding for] ongoing maintenance of the project. [There was] adequate funding to get it started, but to keep the ball rolling was beyond the scope of the funding."

These concerns raised in case studies were reaffirmed by a re-examination of the survey data, which showed close to half of participants expressed concerns on sustainability issues.

Concerns regarding sustainability point to an area where the LMPP and its funding criteria could be re-examined and revised to address concerns about longer-term sustainability. This is not to say that funding for LMPP projects should be long-term, but rather that consideration should be given to modifying pilot project funding and criteria to ensure that the funding encourages or maximizes the sustainability of results.

7. Impacts and Results

This section examines a number of evaluation issues regarding program results and impacts: *To what extent did projects accomplish the "expected results" outlined in the contribution agreements? Did the projects influence labour-management relations at the workplace/industry or sectoral level? Did the LMPP enhance the productivity and performance of participating organizations, their associated clients or members? Did the LMPP have a significant influence on the settlement of labour disputes at the participating organizations or unions?* This section also examines how positive results and impacts were achieved.

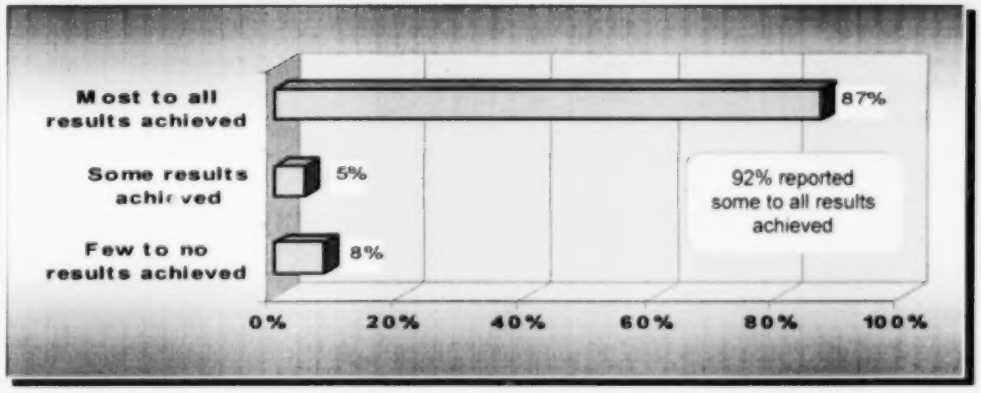
7.1 Overall Accomplishment of Expected Results

Evidence from the participant survey indicates that 92 percent of the projects accomplished goals outlined in their project proposal and contribution agreement.

The vast majority of projects selected for case studies achieved the expected results as outlined in their original proposals to HRDC, with 18 of the 21 case study projects fully meeting their objectives.

The participant survey corroborated this finding, with 87 percent indicating a high level of achievement of project objectives (as shown in Figure 8).

Figure 8
Participants' Views on the Extent to Which Expected Results Were Achieved by LMPP Projects*



* Percentages are based on a scale from "1" to "7", where "1" = No Expected Results Were Achieved, "4"= Some Expected Results Were Achieved, and "7" = All Expected Results Were Achieved.

7. Impacts and Results

This section examines a number of evaluation issues regarding program results and impacts: *To what extent did projects accomplish the "expected results" outlined in the contribution agreements? Did the projects influence labour-management relations at the workplace/industry or sectoral level? Did the LMPP enhance the productivity and performance of participating organizations, their associated clients or members? Did the LMPP have a significant influence on the settlement of labour disputes at the participating organizations or unions?* This section also examines how positive results and impacts were achieved.

7.1 Overall Accomplishment of Expected Results

Evidence from the participant survey indicates that 92 percent of the projects accomplished goals outlined in their project proposal and contribution agreement.

The vast majority of projects selected for case studies achieved the expected results as outlined in their original proposals to HRDC, with 18 of the 21 case study projects fully meeting their objectives.

The participant survey corroborated this finding, with 87 percent indicating a high level of achievement of project objectives (as shown in Figure 8).

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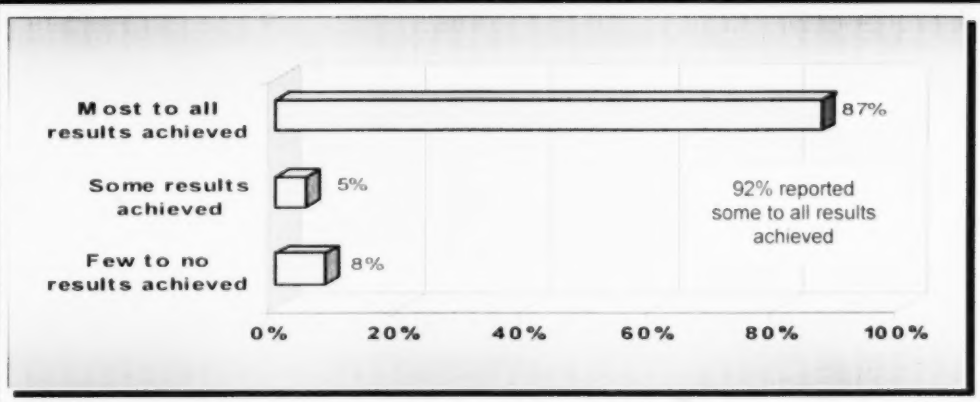

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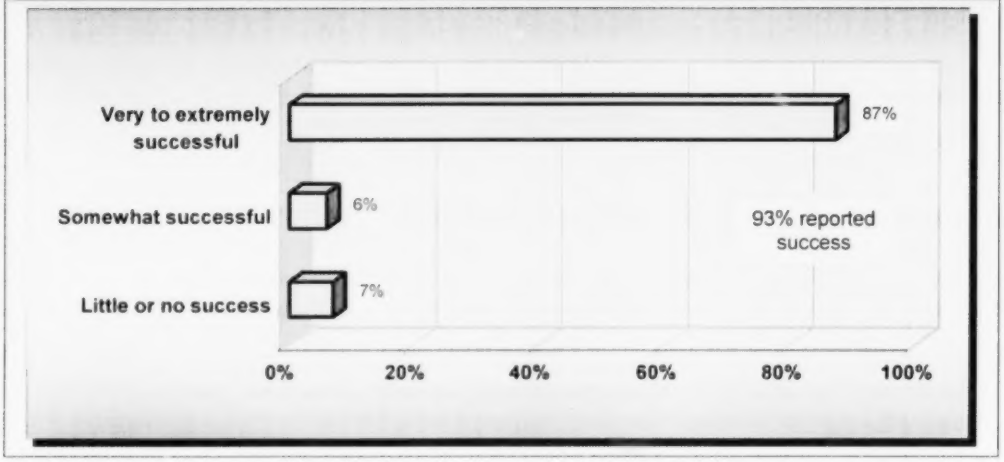
The participation survey also indicated that most project participants considered their LMPP project to be either very successful (87 percent) or somewhat successful (6 percent). Only 7 percent indicated that their project had little or no success (as shown in Figure 9). These results were very positive for a demonstration project program.

Figure 9
Participants' Views on Overall Success of LMPP Projects



Although success levels were generally high, some shortfalls occurred. In spite of the fact that the vast majority of case study projects achieved the results outlined in their original proposal to HRDC, project participants were still somewhat mixed in their perception of this success or felt they "could have done more." For example, in four of the case study projects, labour and management differed in their view of the project's success. In these cases, some participants rated their projects as extremely successful and as having achieved all expected results, while others felt only some of the expected results occurred and were only somewhat successful.

In one such project, a labour participant who participated in a joint project found the effort extremely beneficial, while a management participant claimed that it was only "somewhat successful," explaining: "Results were achieved on a personal basis with my union partner, and the relationship/communication/mutual trust are certainly better than before, but the expected results — labour's trust of the company as a whole — were not achieved." In another project on methods to retain women's employment in male-dominated trades, coordinators felt that the project was extremely successful, although some labour and management participants noted that the project's long-term benefits had yet to be realized.

Other instances involved project adjustments during implementation. In the case of one less-than-successful project, labour-management tensions stood in the way of some of project objectives being achieved. Therefore, labour and management were not able to reach an agreement on the content of published materials, and the lack of agreement meant that a key report and informational pamphlets were not being published.

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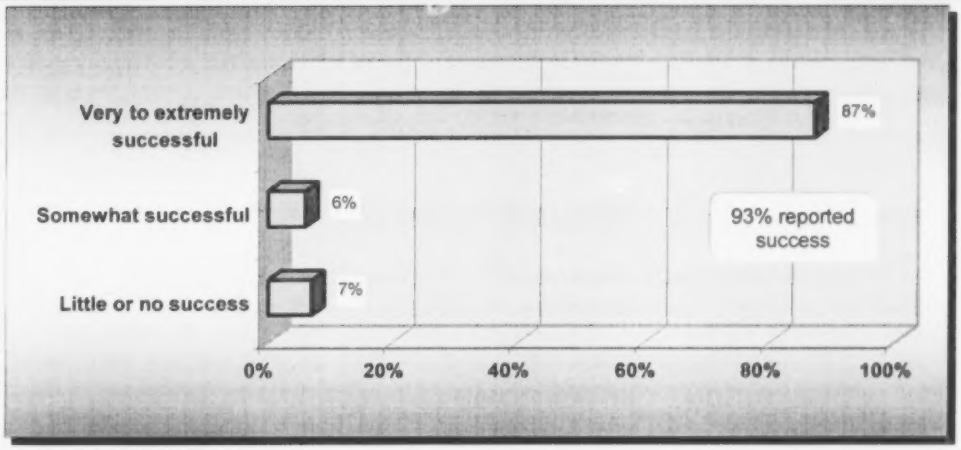

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7.2 Impacts on Labour-Management Relationships

Nearly all LMPP projects had a positive influence on labour-management relations at the workplace level and more generally.

The survey of project participants indicated that nearly all of the projects were considered to have produced substantial benefits (60 percent) or some benefits (34 percent) on labour-management relationships. Overall, 94 percent of the management and labour officials included in the survey reported that labour-management relations benefited from the projects.[15]

Almost all of the case study projects also indicated positive effects on building trust, opening lines of communication and ameliorating longstanding difficult or tumultuous relationships.[16] Only two of the case study projects were found not to have positive impacts on labour-management relationships as a significant benefit of the project.

The following viewpoints, drawn from the case study analysis, illustrate the benefits of LMPP projects on labour-management relationships: "[The project] created more trust so we can enter into other initiatives jointly and collaborate now; benefit plans are more effective now; joint activity [...] has helped us identify common goals.... [We are] more willing to agree on things as there is more trust [and a] much greater awareness of the work systems and the benefits of the work systems. [There is also] a much greater willingness to do business and people on our side are willing to take training in problem-solving and skill-training. Some notions of partnership are in place today as a result of that."

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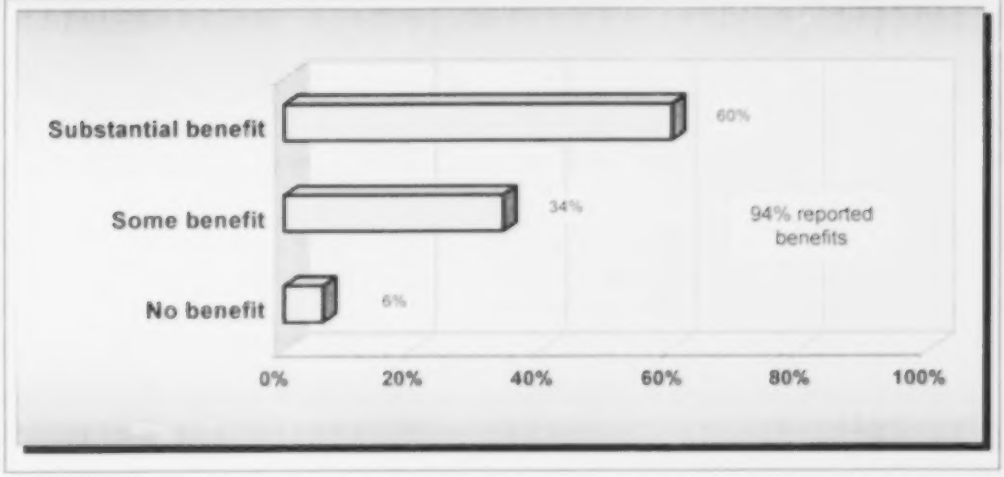
[15] Impacts were substantial in other areas as well as for labour-management relations and productivity. For example, positive impacts were reported in the survey of managers and union officials and others for: increased body of knowledge (96 percent), increased information sharing (94 percent), increased worker participation in decision-making (83 percent), settlement of labour disputes (77 percent), reduced grievances (71 percent), reduced injury rates (52 percent), and reduced absenteeism (49 percent).

[16] Numerous projects were identified as having positive impacts on labour-management relations; among them one project represents a particularly dramatic instance. The project was seen as strengthening labour-management bonds enabling the parties to weather its tragic workplace killings in 1999. Another project was seen as a last-ditch effort to avoid impending labour disputes and an adversarial and antagonistic relationship.

Figure 10
Participants' Views on the Extent to Which the LMPP Projects Benefited Labour-Management Relations



A number of underlying mechanisms were identified as facilitating the LMPP's positive impact on labour-management relationships.

Five recurrent LMPP activities emerged from the case studies and point towards the underlying mechanisms that facilitated the LMPP's positive impact on labour-management relationships.[17] Although this list of LMPP activities is not conclusive or exhaustive,[18] it helps to identify a number of key aspects that make LMPP successful.

Sharing Information and Understanding Other Parties' Positions and Interests: Information sharing was the single greatest factor seen as aiding LMPP-related workplace changes. The case study analysis indicated the importance of sharing information, and comments in this area included:

- "Research was a collaborative disciplinary team [effort] with labour and management [working] on it. The conference allowed management to see how employees were impacted by their decisions [...] Helped create an understanding from both perspectives — management and employees."
- "By working together we were able to have labour understand what we were embarking on operating in a competitive environment. We were able to do our downsizing, but at the same time put together financial packages for older employees and find jobs within the company for a lot of employees not at retirement age."

[17] It is noted that these findings may be an instance calling for additional research in the future to detail more fully the causal mechanisms at work.

[18] Some general causal factors that emerged repeatedly in the survey included: information; the experience of working together; modeling of cooperative behaviors; efforts to increase mutual understanding; efforts to improve morale; and improvements to the workplace environment. Improved labour relations were also noted as a major factor leveraging other changes, such as changes in productivity, absenteeism, etc.

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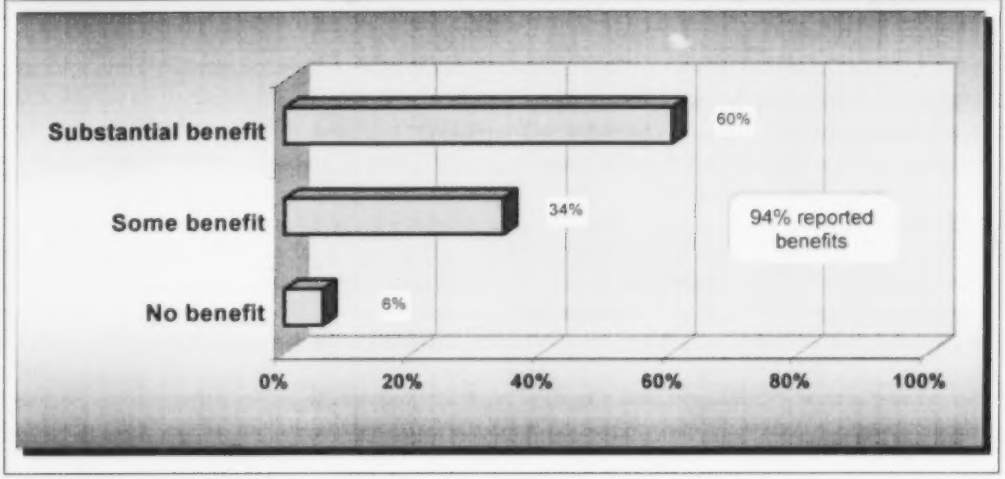

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- "[The project] broke down the walls by being able to talk to labour on a first-name basis [...] It let us carry on as a transit company and we were more knowledgeable about the 1999 contract talks."

Information sharing was reported as a factor in workplace improvements by 27 percent of the surveyed project participants.[19] As a result of the LMPP projects, many labour and management participants reported they were in a position to share information more freely and openly. This information sharing had important effects on labour-management relationships, such as opening lines of communication and allowing each party to understand the position of the other. As a result, labour and management developed a better understanding of one another's positions. This increased understanding, facilitated better give and take, and aided the development of positive labour-management relationships.

Working Together/Meeting Regularly as a Joint Committee: Another LMPP feature that emerged as facilitating positive impacts on labour-management relationships was *working together*, particularly in the regular meeting of a joint steering committee that included senior representatives of management and labour. The positive impact of a joint committee was most clearly illustrated by a project designed to introduce work teams into automobile dealerships. In this project, two automobile dealerships were chosen as pilot sites, with somewhat different approaches taken for each. At one dealership, a consultant was hired to implement the pilot study, while a joint committee led the project at the second site. Although both dealerships had successes, the dealership with the joint committee had the added benefit of achieving a renewed relationship between union and management. The renewed relationship was attributed to working together as part of a joint committee and the information sharing that ensued.

This type of process emerged time and again as an explanation of changes observed in the case studies and was reported as a major factor by 13 percent of the surveyed participants. By meeting on a regular basis, and by involving senior personnel, labour and management were able to slowly build more positive and collaborative working relationships. These opportunities for labour and management to work together were often credited with the success of the project.

Working Towards Common Goals: Another key way in which the LMPP projects had a positive influence on labour-management relationships was through working towards specific, common goals. By working towards shared objectives in LMPP projects, both labour and management were able to put aside their differences and focus on common end goals. For example, a project on retaining women's employment in male-dominated trades described the positive benefits of labour and management working collaboratively. Project co-ordinators indicated that both parties were able to overcome differences to achieve the objectives of the project, leading to an improved relationship. This effort is illustrated by the comments of the principal investigator for one research project: "[The project] allowed parties to come together, to speak,

[19] These reports were tabulated from open-ended comments. The researchers note that a high percentage would most likely have been obtained from a structured question.

to understand each other [and] to work together towards a common goal. [This] changed the fundamental way they communicated."

Meeting in a Neutral Setting: Another factor seen as aiding labour-management relations was the ability of labour and management participants to meet in a neutral setting — often outside of the workplace. Such meetings often occurred in the conference projects, which created neutral, non-adversarial arenas for management and labour to come together. The factor of neutral meeting ground was closely linked with the importance of common goals. Both aspects allowed labour and management to put aside differences to work together.

In demonstrating the importance of a neutral setting, one conference participant stated: "[It] brought labour and management from various countries together to share experiences and reach consensus on disability management programs, practices and policies." Meeting in a neutral environment often led to the opening of communication lines and the opportunity for positive dialogue. As one participant noted: "I talked to and spent time with these guys and was able to discuss conflict issues in a non-threatening way." Similarly, another participant in a series of roundtable discussions illustrated the importance of a neutral environment as follows: "[It was] an excellent opportunity for positive labour/management dialogue on the issues and a solid basis for continuing exploration in a non-adversarial environment, leading to a greater appreciation of the concerns of people on the other side of the table."

Implementing Practical Workplace Policies, Programs and Guidelines: A fifth factor that emerged (mainly from the case study projects) was the effect of implementing specific practical workplace policies, programs and guidelines. Examples of this occurred in the areas of interest-based negotiation, conflict resolution training, effective communication training and using clear language when writing collective agreements. Similarly, developing concrete policies in areas such as sexual harassment in the workplace and disability management also served to improve labour-management relationships. Another illustration was a project on ameliorating employee labour relations, which resulted in the "Working Relationship Agreement" signed between the City of Edmonton and the municipal unions. This agreement resulted in significant improvements in what had previously been seen as highly adversarial relations. *These types of projects appear to underline the importance of LMPP projects focusing on practical, achievable and meaningful goals —to provide a positive "laboratory" for developing better labour-management relations.*

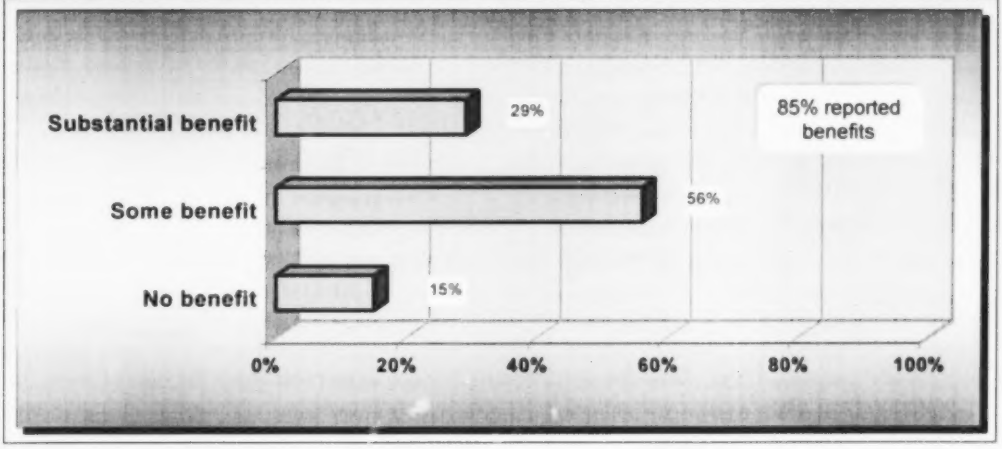
7.3 Impacts on Productivity and Performance

The evidence shows that LMPP projects improved productivity and performance of the organization in most workplace projects to the benefit of both labour and management.

The survey of LMPP project participants indicated that most projects had a positive impact on productivity,[20] with 29 percent of respondents indicating substantial productivity benefits and another 56 percent indicating some productivity benefits.[21] The survey showed that positive impacts on labour-management relations and productivity were intertwined, along with many other workplace factors. This relation was seen in improved labour-management relations, which boosted workforce morale, decreased absenteeism, reduced the number of workplace accidents, improved communication, and, in turn, aided productivity.

The case study analysis also provided evidence that LMPP projects had a positive impact on productivity and performance. Four of the case study projects provided detailed data on the effect of LMPP on enhancing productivity and workplace performance. In two projects, these types of benefits resulted from an improved business plan and included a forecasted increase in employment. Other projects that found benefits in these areas attributed them to the introduction of work teams. As was noted in one case study: "The project enabled better quality of services [to be] offered. Procedures were also enlarged." Although enhanced productivity and performance did not surface in all case studies, productivity benefits appeared to develop as a result of other effects of the LMPP, such as increased information sharing, reduced absenteeism, and increased worker participation in decision-making.

Figure 11
Participants' Views on the Extent to which the LMPP Projects Enhanced Productivity/Performance of Employees



[20] Exact cost–benefit indicators could only be provided by a small minority of projects. These indicators suggested, however, that workplace LMPP projects were capable of leveraging extremely good increases in productivity.

[21] Very few of the workplace participants could estimate an "exact" percentage improvement in productivity. Nine did, however, estimating that LMPP had an impact of increasing productivity (on average) by 4 percent per year.

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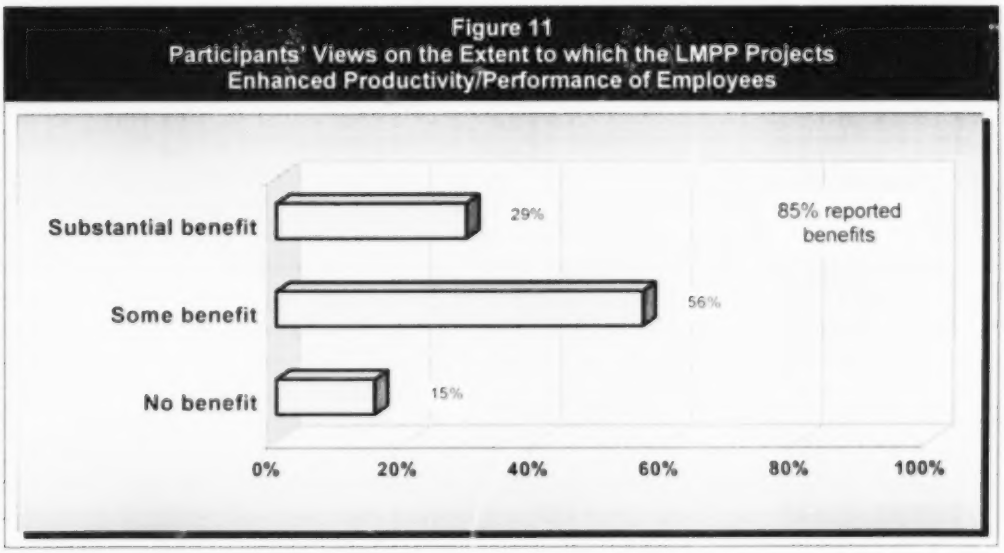

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7.4 Impacts on the Prevention or Resolution of Labour Disputes

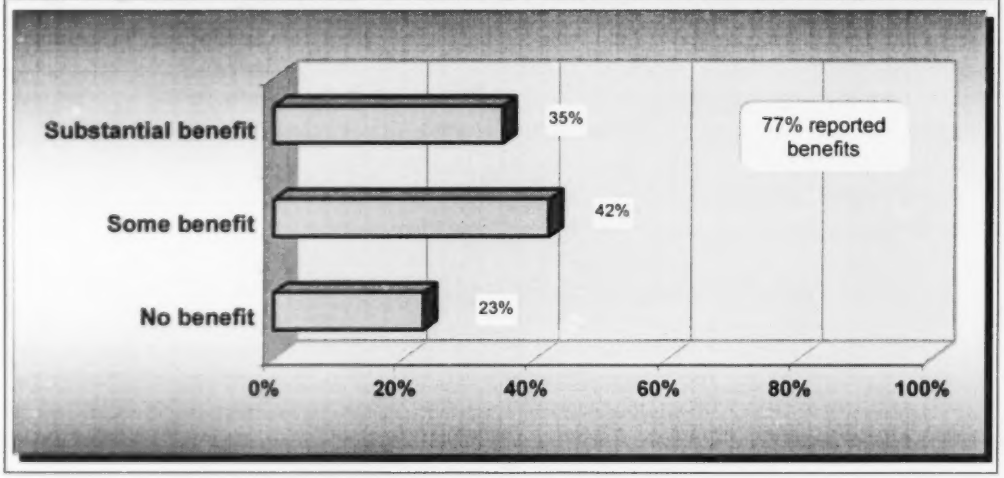
The evidence indicates that LMPP projects aided the prevention or resolution of labour disputes.

In several case studies, the LMPP project was credited with aiding the prevention or resolution of ongoing or imminent labour disputes. In two of the case study projects, LMPP projects were seen as a "last ditch chance" to renew labour relations and avoid impending disputes. The LMPP was also credited with reducing the number of grievances.

An illustration of these impacts can be seen in one project that implemented a new dispute resolution process. Another demonstrated that the presence of an HRDC mediator greatly enhanced their ability to reach a settlement and made it possible to "resolve grievances at an early stage before having to go through a long process." A third project discussed the high reduction in the number of grievances since implementing the project. "The grievance rate went from 150 grievances per year on average to 3 grievances per year on average. Misunderstandings and mistrust were removed [and] friendly relationships were created. Both parties tried to settle grievances instead of going to arbitration out of respect for their relationship."[22]

The survey of management, labour and other project participants also indicated that LMPP projects aided the prevention or resolution of labour disputes, with 77 percent of the respondents reporting benefits in this area.

Figure 12
Extent to Which the LMPP Projects Benefited Settlement of Labour Disputes



[22] Although labour dispute/settlement was always an important aspect of all of the LMPP projects, positive impacts on labour dispute/settlement were not seen in all projects, partly because such disputes were not always occurring. Additionally, a minority of projects faced specific obstacles during their implementation because of labour disputes, strikes and deteriorating labour-management relationships.

7.5 Other Impacts

LMPP projects increased worker participation in decision-making.

The survey of project participants indicated that increased worker participation was a result in 82 percent of LMPP projects (as shown in Figure 13).

The case study analysis indicated that LMPP projects had impacts on increasing worker participation in decision-making. This is illustrated by the comment: "Management actively and patiently encouraged every participant to express their concerns and they were not judgmental. ...Staff reported more involvement and knowledge about decisions involving staff and the City."

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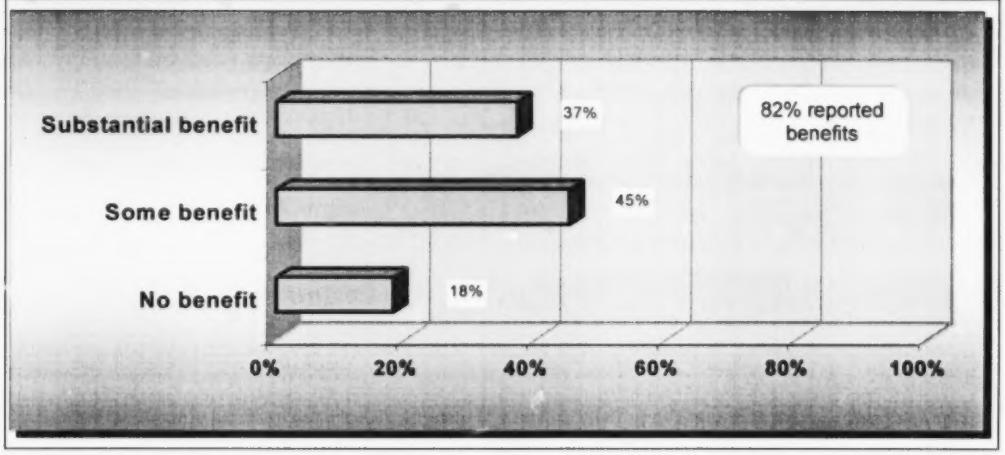

LMPP projects added to the existing body of knowledge.

Positive impacts of LMPP projects on the body of knowledge were noted by nearly all (96 percent) labour, management and other project participants surveyed.

Case studies also demonstrated specific impacts on an existing body of knowledge with many important other benefits. Some of these benefits were seen as including an increased awareness of workplace needs and improved labour-management relationships. For example, one case study participant noted: "[The project resulted] in a substantial benefit to labour-management relations and it substantially increased information-sharing and the overall body of knowledge on new and innovative approaches to the workplace."

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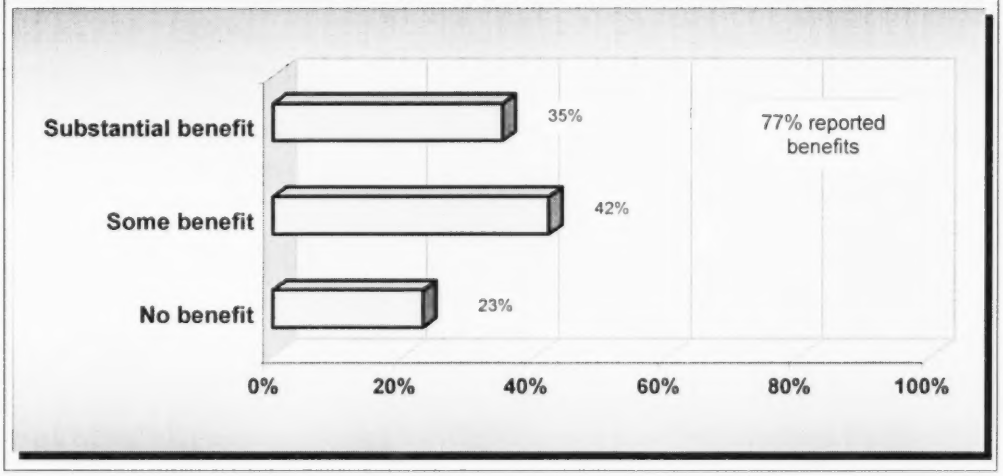

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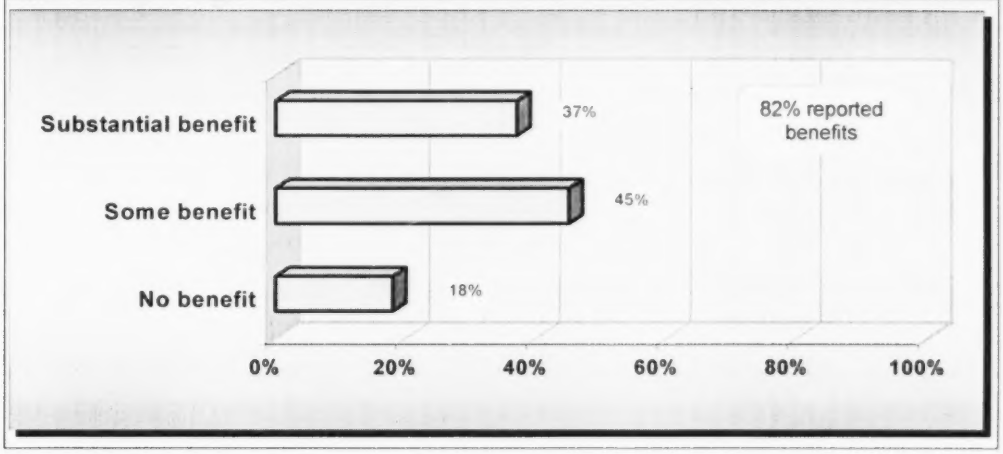

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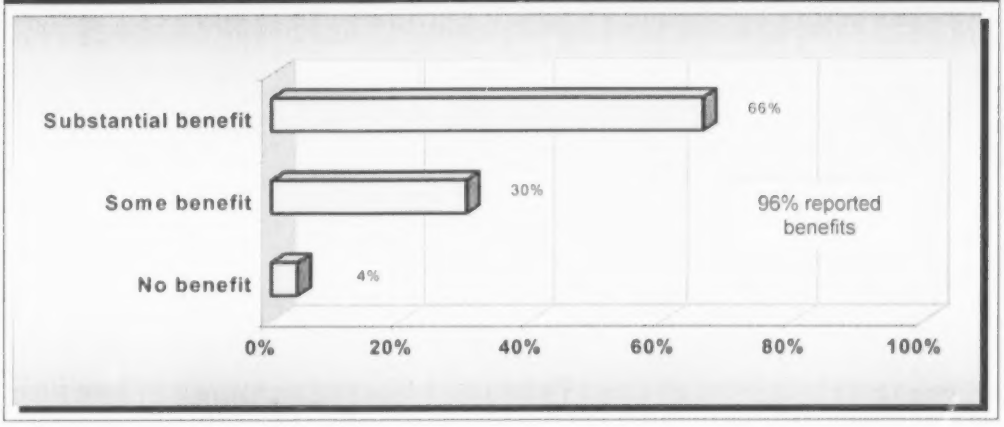

LMPP projects contributed to workplace and public policy improvements.

A significant number of case study projects indicated broader effects on workplace and higher-level policies. These effects ranged from changes in workplace policies, to new collective agreement policies, to potential impacts on government policy. Five projects reported impacts on policy such as:

- A conference on pay equity resulted in a survey of collective agreement language that could be used for collective bargaining negotiations.
- A forum on disability management led to further international forums addressing this issue and served as a catalyst to obtaining a commitment to disability management from European countries.
- A study tour on successful union and management relations led to the involvement of one participant in their "staff relations re-organization program by exposing participants to a wider range of best practices."
- An investigation into the effects of contingent work led to an impact on public policy. "What had been learned from this project helped us proceed in 2001 with statutory changes, in particular amendment to the Public Service Act, which introduced a new classification of contingent workers, enabling the government to recruit highly skilled workers on a project basis but with full-time benefits."
- A conference on workplace stress and family violence resulted in a resolution seeking amendments to existing human rights legislation.

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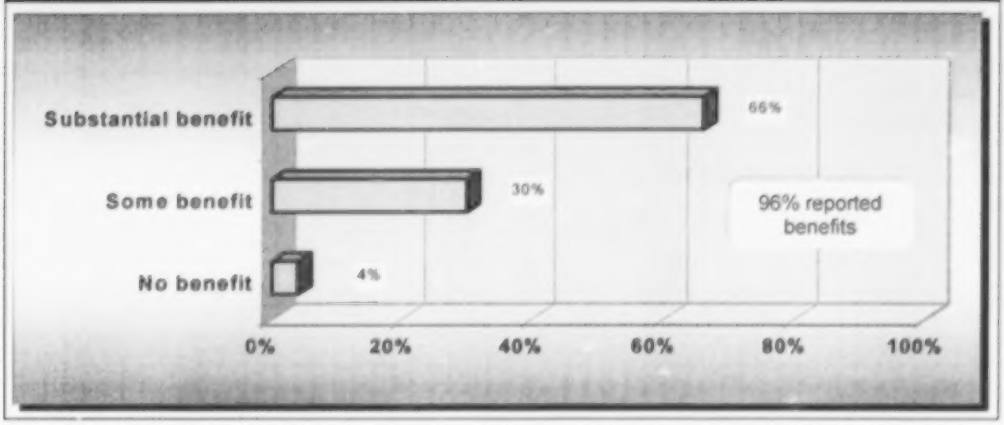

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- A conference on pay equity resulted in a survey of collective agreement language that could be used for collective bargaining negotiations.
- A forum on disability management led to further international forums addressing this issue and served as a catalyst to obtaining a commitment to disability management from European countries.
- A study tour on successful union and management relations led to the involvement of one participant in their "staff relations re-organization program by exposing participants to a wider range of best practices."
- An investigation into the effects of contingent work led to an impact on public policy. "What had been learned from this project helped us proceed in 2001 with statutory changes, in particular amendment to the Public Service Act, which introduced a new classification of contingent workers, enabling the government to recruit highly skilled workers on a project basis but with full-time benefits."
- A conference on workplace stress and family violence resulted in a resolution seeking amendments to existing human rights legislation.

7.6 Lessons Learned

Five types of lessons were identified by the case study analysis, and they highlight the importance of having effective mechanisms to capture and share lessons learned regarding project success.

The importance of ensuring that successes have permanent value: The most common lesson involved the question of sustainability — how to make project impacts last.[23] Although little was learned at this stage on how to ensure sustainability, the case study analysis highlighted the importance of taking steps to ensure that successes have lasting impacts. This issue is examined further in the next two sections of this report.

The importance of having a clearly defined structure at the outset of the project: Another lesson learned involved the structure of the projects. In four of the case study projects, participants emphasized the need to have a clearly defined structure at the beginning of the project. Ideally, this structure involved:

- clear and defined roles and responsibilities for participants;
- the involvement of key, decision-making personnel;
- well-identified and realistic expectations; and
- a strong commitment from all parties upfront.

The following comments by participants illustrate the need for a clear structure at the outset of the project:

- "There must be a unified stand from regional leaders prior to the commencement of the project. Regional leaders must be politically neutral and not simply adopt traditional stances when dealing with progressive issues around industry and technological changes."
- "[There is] a tendency to put the joint committee together and they become the new management. It is important to put it down to the operations [level]. We did not do that soon enough [which resulted in] significant setbacks and [we had to] have patience."
- "All stakeholders should be involved from the beginning of the process [...] Each party needs to be shown the benefits to them in order for any joint initiative to proceed."
- "One lesson learned was the need for collaboration and getting the participation from various groups."

The presence of a neutral third-party facilitator can be an important factor in project success: Participants from two of the case studies emphasized the importance of a third party neutral facilitator as a success factor. In one case, the third party facilitated non-adversarial discussions between the two main parties and helped improve labour-management relationships. In both of these projects, a non-governmental organization

[23] As noted earlier, sustainability was mentioned by 64 percent of those completing the telephone interview survey for this evaluation.

served as the third-party facilitator. The following assessment by one participant illustrates the potential importance of a facilitator: "Start off with an impartial third party — with a qualified, knowledgeable and experienced facilitator with a real knowledge of what they want to accomplish and what the project is — it's impossible to start any other way."

Recognizing and addressing situational considerations can be important to project success: Case study project participants also discussed some lessons learned that resulted from the specific focus of their project. These often involved situational needs that had not been forecast at the beginning of the project. For example, a project on family violence learned that there is a "need to pay attention to the needs of survivors by way of security."[24] Additional considerations included the need for simultaneous translation,[25] bilingual co-ordinators, and an awareness of external regulations and changes that might have an impact on the project.

Program benefits can be more effectively disseminated to program participants and non-participants: Some participants raised the issue of missed opportunities for sharing project information with their workplace and other environments. Also, the diminution over time of a project's impacts was associated with the departure of participants. A positive "spill-over" factor that was unmeasured, however, is the extent to which lessons learned from LMPP projects were carried to new workplaces by participants who "moved on."

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[24] Survivors of Family Violence.

[25] A number of projects identified a need for improved access to translation services as a "facilitator" of projects.

8. Other Issues and Areas for Improvement

This section examines the following evaluation questions: *How do participants become aware of the LMPP? Is there a need to improve awareness of the LMPP? And if so, how could awareness be improved? Could the program be fine-tuned to broaden its scope and enhance its effectiveness? If the level of funding were raised, would the annual LMPP budget be sufficient to meet the demand for LMPP?*

8.1 Awareness of the LMPP

Participants became aware of the LMPP through a variety of avenues.

The largest percentage of case study participants reported that they became aware of the LMPP through a pre-existing, longstanding relationship with HRDC. Four projects cited this relationship as their reason for becoming aware of the program. Sponsors of four projects became aware of the program through collective bargaining and union events. Other means of becoming aware of the LMPP included corporate contacts, other governmental programs, previous involvement with LMPP, HRDC conciliators and the Internet.

Increased program awareness and broadening the reach of the LMPP were identified as areas for improvement.

Several key informants expressed concerns regarding the way by which participants become aware of the LMPP, as indicated by the following comments:

- "[I] must admit that the program is not as well-known as it should be. There should be more information about its objectives and benefits to both labour and employers, available at regional HRDC offices, as well as the funding application process; and the HRDC web-site should put more emphasis on the benefits, especially to unions and workers in the federal sector."
- "[The] HRDC web-site has improved in the past year, but it still doesn't give any emphasis to LMPP to grab a surfer's attention. You have to search, and that means you already know something about it – nothing for people "outside the loop".
- "[The LMPP] needs to share the positive results of the program in order to attract more participants."

As noted in Section 4.1, repeat users account for over a third (36.7 percent) of the 120 projects in the evaluation period. The number of repeat users who access LMPP also raises questions about awareness and the reach of the program. As one key informant commented: "With the amount of repeat users we need to ask: 'Are we becoming the source of their funding? Are there not any other interested parties?' " These comments about awareness and repeat users underline the need for improved marketing of LMPP, a concern that was echoed in key informant interviews with LMPP staff.

These observations also pointed to the need for better marketing and information dissemination (including best practices or lessons learned) as well as efforts to encourage wider engagement of labour and management in such processes. The range of suggestions pointed to the potential value of developing a comprehensive marketing strategy. Also the research noted that a survey of potential clients to assess awareness of LMPP could be a useful adjunct to program marketing strategy.

As a more comprehensive market strategy will almost certainly generate more applications for LMPP funding, it will probably be necessary to develop a way to refine the current set of program funding priorities to direct LMPP funding towards a more select range of labour-management projects. This need may also promote "marketing" opportunities. By giving the priority development process a profile and involving labour and management groups, such a process could also be used as a way to increase the awareness and reach of the LMPP.

8.2 Other Areas Where the LMPP Could be Fine Tuned

There is a need to consider ways to ensure that project funding can better encourage or maximize the sustainability of results.

The issue of the sustainability of results surfaced repeatedly in the participant survey and the case studies. Although the large majority of survey respondents and case studies indicated positive impacts of LMPP projects on labour-management relationships, many LMPP participants expressed concern that project benefits were not lasting.[26]

There appeared to be no mechanisms in place at this time that would encourage or lead to the long-term adoption of project results and sustain project-related labour-management partnerships. Comments highlighting the need to develop ways to ensure and monitor sustainability included: "You have to get [commitments] in writing otherwise [the project] will only have a short-term effect;" and "It is hard to keep these initiatives going. [It requires] long-term involvement and commitment to it."

In addition, another key informant noted that sustainability and dissemination of program results were key issues that the LMPP needed to address. It was noted that the program needed to finance projects that were transferable to other workplaces, sectors and industries, such as informational tools and that, at present, the program was financing too many "short-term deals" that did not have the potential for sustainable results that could be extended to other workplaces.

A related concern was the lack of funding for follow-up activities and ongoing maintenance of the projects or project results. For example, one participant explained: "Issues are ongoing. More money is needed for a longer period of time to pursue

[26] In the results of the telephone interview survey of LMPP participants, 64 percent of respondents mentioned sustainability as a concern. In a small follow-up survey, 13 percent of 30 workplace participants re-contacted for further insight on the sustainability issue stated that sustainability of benefits were short-term, while 17 percent indicated benefits were permanent, with most participants giving an "in-between assessment" that impacts were in the medium-long term range.

research and thus [aid] people to do ongoing committee work. It is still much cheaper than work slowdowns due to stressful situations."

These concerns point to the need to consider strategies for increasing the sustainability of results. This could include encouraging program applicants to build their projects around the goal of creating sustainability, but not creating an expectation of ongoing LMPP funding.

There is a need to consider increasing the level of the cap on project funding and to consider clear goals about what the additional funding could achieve.

A further concern is that in recent years, the annual LMPP budget has not been entirely used (as shown in Annex C). This is a concern, because a program with benefits as positive as those evidenced by this evaluation should be used to the utmost. This may point to other reasons for raising the "cap": to ensure operational factors such as translation are adequately funded, to ensure better evaluation, and to create the conditions for more sustainable projects.

Concern was expressed by key informants, however, that raising the cap on funding (without specific goals) could result in higher expenditures without corresponding increases in results. As one senior key informant noted: "[Raising funding] might obtain more valuable results from essentially longer-term projects, but this would require careful monitoring and accountability." Thus, before providing additional funding, the LMPP would need to ensure that project proposals included clear goals for the additional funding, along with long-term strategies for sustainability and transferability of results.

There is a need to facilitate the transferability of program results to workplaces.

Another issue related to sustainability is the ease by which information from the projects can be transferred to the workplace or to other environments. This concern was raised by the case study analysis. For example, a participant of a study tour noted that the information learned would be difficult to transfer to his respective workplace. Another project on conflict resolution raised concerns about the ongoing maintenance of the project, although the participant suggested that people who had taken a "Train-the-Trainer" session would be able to take back to the workplace the knowledge and skills they had learned.

There are some pressures to consider expanding the scope of the program.

Although the LMPP was generally seen as valuable, its reach was seen as limited. For example, it was noted that, "While the Minister of Labour is responsible for all matters related to labour relations, over which Parliament has jurisdiction, to perform this very broad mandate, the only programmatic, non-legislative tool she has at the moment is LMPP.... [and that] the LMPP is too narrowly defined now to serve its purposes of developing innovative approaches to the employer-worker relationship (since it does not apply to non-union workplaces)."

Key informants were positive about the program and emphasized its importance because of the lack of alternative programming at the federal or provincial level for projects related to workplace innovation.

9. Conclusions

The evaluation to date has pointed strongly to a number of conclusions about the LMPP. The conclusions are presented below along with a further discussion of the areas identified for improving the LMPP.

9.1 Summary of Conclusions

9.1.1 Access Issues

How do participants become aware of the LMPP? Is there a need to improve awareness of the LMPP? If so, how could awareness be improved?

Participants reported many avenues by which they became aware of LMPP, but the evidence also pointed at a substantial need to market the program more effectively. Moreover, the large number of repeat users was also evidence of the need to diversify the marketing of the program.

9.1.2 Results and Impact Issues

What impacts did the LMPP funding have on the projects? To what extent, if at all, would the projects have proceeded without the LMPP funding? Were the projects successfully completed?

Both qualitative and quantitative data indicate that LMPP has substantial impacts on workplaces and knowledge, that the majority of projects would not have proceeded at the same level or at all without LMPP funding, and that nearly all projects were successfully completed. A need was identified by participants, however, to improve the sustainability of impacts following the completion of LMPP projects.

To what extent did the projects accomplish the "expected results" outlined in the contribution agreements?

Results of projects generally were seen to meet the goals outlined in their proposal to HRDC and contribution agreements. Project shortfalls were rare.

Did the project(s) influence labour-management relations at the workplace/ industry or sectoral level?

LMPP Projects were seen by nearly all participants in projects (94 percent of the senior managers and union officers interviewed) to have a positive influence on labour-management relations at the level of workplaces as well as more generally. In some cases these impacts were seen as extremely significant. At the same time,

however, concerns were raised about the sustainability of project results — that so much being gained should not then be lost.

Five mechanisms were seen to be aiding this success: both parties working towards a common goal; meeting in a neutral setting; sharing information and understanding one another's position; meeting regularly as a joint committee; and implementing practical workplace policies, programs and guidelines.

Did the LMPP enhance the productivity and performance of participating organizations, associated clients or members?

The evidence indicates that LMPP projects helped to improve productivity, and this included reduced absenteeism, reduced injury rates, etc. LMPP was generally seen by labour and management representatives as having important impacts on productivity (this view was held by 86 percent of those interviewed). These types of impacts were seen also in reports of reduced absenteeism, reduced injury rates, etc.

Did the LMPP have a significant influence on the settlement of labour disputes at the participating organizations or unions?

This effect was particularly noted by participants at workplaces experiencing disputes, or negotiations, but the clear majority of respondents also indicated benefits in this area (77 percent). Related impacts included reduced numbers of grievances.

9.1.3 Funding Issues

Was the cost-sharing requirement considered to be reasonable by all parties? Did the cost-sharing requirement limit the scope and potential of the LMPP?

Cost sharing was generally regarded as reasonable by all parties, but some labour representatives indicated that there was a need for a more flexible and generous cost-sharing scheme (particularly to aid worker participation), and some felt that the scope of projects was limited by the cost-sharing requirement.

Was the level of funding per project sufficient to effect the desired results?

The evaluation data indicated that funding was insufficient for some types of important projects. Half of project contributions were below $50,000, but close to one third of projects were funded at a level above $80,000. In a few cases, sponsors provided more funding than LMPP for projects (adding more than $100,000 of their own money or time to the $100,000 from LMPP). Because of their sponsors' financial constraints and the project funding cap, some large scale projects were forced to limit their desirable but costly activities.

Given the budget constraint, did the funding priorities and assessment criteria lead to an optimal allocation of the limited program fund?

This question cannot be answered directly because the annual budget of the LMPP has not been fully used in recent years and most 1997–2002 applications were approved. A general conclusion is that the marketing of the program should be expanded to increase the flow of applications, which would allow future evaluations to address this question more directly.

If the level of funding per project were raised, would the annual LMPP budget be sufficient to meet the demand for the LMPP?

Currently the LMPP budget is not being fully used, and the unused portion is being returned to general funds each year. Therefore, more projects could be funded and/or the project funding cap could be increased in conjunction with additional funding criteria, such as planning for the sustainability of project results and project evaluation.

Could the program be fine-tuned to broaden its scope and enhance its effectiveness?

It appears that there are a number of ways in which the program could be improved, particularly in the areas of marketing (for example, enhancing its visibility through the Labour web-site), technical features such as translation, documentation of best practices, enhancement of sustainability, and project evaluation.

9.2 Some Suggestions For Fine-Tuning the LMPP

The evidence presented in this evaluation report indicates that the LMPP has had a number of beneficial impacts and provided good value during the evaluation period of 1997 to 2002. The evidence also indicates that there are areas for improvement within the program's current budget to achieve better results. For example, the program could be fine tuned to reach more workplaces, achieve more benefits, enhance the longer-term sustainability of project results, and increase the dissemination of knowledge and lessons learned. Achieving these goals calls for some strategic shifts in the program, and some suggestions are presented below:

Some suggestions for increasing program reach:

- increasing the advertising for the program (e.g., beginning with market research to assess current awareness of the program and following up with monitoring of awareness);
- involving labour and management groups in a process to help refine the priorities used by the LMPP to fund projects; and
- modifying the project criteria to allow for larger scale projects, and possibly to allow inclusion of smaller workplaces.

Some suggestions for increasing the sustainability of project benefits:

- removing the two year limit on projects (which implies that the project has short-term goals), and replacing it with a more flexible time limit and, possibly, a sliding contribution rate over time that is clearly linked to sustainability;
- placing a premium on workplace projects that are designed to ensure a long-term impact on workplaces. Key elements could include a sustainability plan, including a commitment from senior management and a plan for adding project benefits to corporate memory;
- building in a longer term evaluation process focused on sustainability (not necessarily longer term projects); for example, the original contributions agreement could include post-project follow-up reports after year 1 and 2[27]; and
- assessing repeat applications with particular care, specifically to ensure that program funding is consistent with longer term sustainability without creating dependency on LMPP funding.

[27] And at the same time additional information (full coordinates, including e-mail addresses) could be requested on project participants to allow better tracking of the sustainability of project results.

Annex A
Some Notes on the Literature

Context, Importance of Labour-Management Partnerships: In the new millennium, improved labour-management relations are more essential to our society than ever before. Increased labour-management co-operation may bring advantages to employers, such as improved access to the full range of the workforce's know-how and skills, smoother transitions when cost cutting is required, enhanced organizational performance, improved teamwork and problem solving, and greater productivity, retention and attraction of skilled employees.

Increased labour-management cooperation may bring related advantages to labour such as greater economic security, improved access to information, a greater role in decision-making, more participation in change management, more support for displaced workers, and more input into resolving workplace issues (Wagar, 2001). Improved labour-management co-operation is thought to aid the country's ability to focus on important tasks of beating the competition internationally (Van Houten, 1995), and improving productivity generally — goals that are hindered by historic or traditional conflict between management and labour.[1]

Obstacles to good labour-management relations: Good labour-management relations must be maintained in the face of many negative pressures. For example, today's highly competitive global market can cause the working environment to deteriorate and weaken labour-management relations when such competition results in restructuring, demotions, transfers, and so on. Additionally, new technologies may increase stress in the working environment (Sarmiento & Lapointe, 2000). In some industries, the arrival of new competitors in global markets contributes to lower prices and other stresses (Van Houten, 1995). Furthermore, traditional union–employer relations too often fail to adequately respond to the culture change that asks workers and managers to put customers first and to work hand-in-hand to improve quality (The National Performance Review, 1993). These all could be important issues for LMPP to address.

Improving labour-management relations: Good human resources practices, training and retraining of workers are essential to success in the global environment, and labour-management partnering may enhance these types of practices. Improved labour-management co-operation also may help to prevent the deterioration of labour relations. Training in labour relations ensures a better communication between parties,

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[1] Historically, labour-management relations have centred on the more negative goals of reducing conflict, often after it has settled in. According to Wagar, 2001, such conflict has historically been the result of many factors, including: *alienation* (that is, that most workers have relatively little input into the means and process of doing their work); *objective interest conflicts* (employers having an interest in paying less for labour and maximizing productivity and efficiency with employees having an interest in maximizing pay and benefits while reducing the amount of work they do); *the nature of the employment relationship* (limited worker rights to participate in decision-making); and *the nature of the employment contract* (that the contract is both complex and ambiguous, with considerable opportunity for disagreement about the employment relationship). Wagar also identifies *contextual sources of conflict*, among them: *broader social inequalities* (e.g., job loss and unmet expectations of growing affluence); *negative labour market experiences* (e.g., unemployment and workplace safety issues); and *the nature of work itself* (e.g., de-skilling, intensification of work, job stress and work fatigue).

increased trust, and reduced numbers of strikes. Many analysts conclude, therefore, that labour-management partnerships are essential as they bring significant changes, such as an increase in employee qualifications and responsibilities and an improvement in production quantity and quality (Bourque, Hamel and Levesque, 1999).

Existing Evidence on Canadian Labour-Management Partnerships: Impacts and value for money of the LMPP were illustrated in a 1997 evaluation of the LMPP. Although the program was assessed as achieving its goals and having important impacts, that evaluation also noted a need for improved marketing of the program.

Numerous specific studies have also reported on specific labour management projects and, in many cases, the projects were funded by LMPP (see for example, Bourque, et al., 1999; Sarmiento and Lapointe, 2000, and others).

Evidence from other jurisdictions: Labour-management partnerships have been shown to be associated with higher quality of products and services as well as higher productivity and efficiency, according to a report published in 2000 by the *American Office of Personnel Management*. Many other studies attribute substantial cost savings and cost avoidance to better labour-management relations.

As well, better labour-management relations are found to reduce the number and cost of grievances and litigation, especially unfair labour practices claims (Office of Personnel Management, 2000; Sarmiento & Lapointe, 2000). Labour-management partnerships have also been shown to be associated with more efficient contract negotiations, thus avoiding the cost of third party intervention (Office of Personnel Management, 2000). Significant progress on quality of work life is also reported as a result of such partnerships. Finally, the increasing evidence of such partnerships was reported to have considerable general positive impacts on the broader labour-management relations and human resources management climate.

Research Challenges: The work of addressing these issues is challenging. For example, it is challenging to construct indicators that quantify changes in areas such as productivity, particularly in white-collar environments, labour relations, etc.[2] See Gunderson (2002) for a detailed discussion of these research issues.

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[2] For example, when asked by the American Office of Personnel Management to assess the impacts of labour-management partnerships, many American agencies found it difficult to quantify changes in labour-management relations and to measure the impact of those changes on the performance of large, complex organizations. Two agencies that conducted such analysis each spent close to one year developing an analytical framework, establishing data, collecting labor relations information across their entire organizations, developing modes that quantify the costs and benefits and comparing agency performance before and after partnership *(Office of Personnel Management, 2000)*.

Annex B
Summary of Case Studies

This annex provides a brief summary of each of the 21 case study projects examined in depth as part of the evaluation. Eleven of the case studies are workplace projects, seven are conference projects and three are research projects.

The summary includes:

- a project overview;
- the target population/client group;
- client needs/project objectives;
- effects/impacts;
- barriers/factors affecting the achievement of project objectives; and
- other issues.

Case Study Summary: Workplace Projects

Project/ Issue	Labour-Management Conflict Resolution Pilot Project:	Securing Labour and Management Participation in Dealing with Non-traditional Work:	Co-op Initiative:	Community, Labour and Management - Partnership 2000
Project Overview	▲ aimed to develop a training program made up of three levels of skill development on conflict resolution, mediation skills, and training and coaching conflict resolution	▲ aimed to create a three-party committee to develop a system that allowed for full integration of women in male-dominated workplaces	▲ aimed to develop a new regional grain transportation system, based on old rail-lines operated by a co-operative of farmers, communities and labour to enhance regional economies.	▲ aimed to develop, implement, and evaluate a regional co-management structure
Target Population/ Client Groups	▲ Health Sciences Association ▲ Union ▲ Organization	▲ Non-profit organization interested in furthering women in non-traditional work ▲ Labour ▲ Management	▲ Union ▲ Management ▲ Farming community	▲ Community ▲ Labour ▲ Management
Client Needs/ Project Objectives	▲ to focus on joint participation and collaboration in resolving issues ▲ to learn to manage conflict and use it constructively to improve understanding and co-operation	▲ to increase the presence of women in non-traditional jobs at La Société de transport de la communauté urbaine de Montréal ▲ to develop a critical paper and a global project to promote women's employment in non-traditional jobs ▲ to develop full integration by creating ethical codes to redress male-female interaction in the workplace	▲ to increase the participation of workers, farmers and communities in a regional grain collection system ▲ to effectively use the existing road and rail infrastructure on the prairies in order to minimize the cost of transportation ▲ to minimize any job loss by transferring employees to the Co-op	▲ to develop a model for shared labour-management decision-making

Project/ Issue	Labour-Management Conflict Resolution Pilot Project:	Securing Labour and Management Participation in Dealing with Non-traditional Work:	Co-op Initiative:	Community, Labour and Management - Partnership 2000
Effects/ Impacts	➢ without LMPP funding the project would not have proceeded ➢ improved trainees' communication skills ➢ positive impacts on labour-management relations ➢ Train-the-Trainer enabled participants to bring knowledge and skills back to their workplaces	➢ two-thirds of participants felt that the project would not have proceeded without LMPP funding ➢ women working in non-traditional jobs claimed that the project normalized their presence	➢ farmers and labour developed a more positive understanding of each other ➢ participants felt the project was highly innovative ➢ led to a better understanding of the true cost of the current system	➢ the project would not have proceeded without LMPP funding ➢ enabled labour and management to share the decision-making process ➢ improved staff-management relations
Barriers/ Factors Affecting Achievement of Objectives	➢ on-going maintenance of the project was uncertain	➢ labour and management had difficulty coming to common understandings of the problem, its severity, and possible solutions	➢ participants expressed concerns about limited funding and the need for additional funding in the future	➢ participants raised the question of sustainability ➢ funding is needed to keep committees in operation on a regular basis
Other Issues		➢ long-term changes in the relationship between labour and management could not be assured		➢ participants recommended an impartial facilitator be used

Case Study Summary: Workplace Projects (continued)				
Project/Issue	**Towards Greater Accountability, Introducing Work Teams into Automobile Dealerships**	**Development of a Strategy to Deal with Increased Specialization of Employers and Employees**	**Building Today for Tomorrow**	**Labour-Management Advisory Council Training Project**
Project Overview	➢ aimed to introduce work teams into two automobile dealerships	➢ aimed to develop a national strategy to deal with the issue of increased specialization	➢ aimed to develop and deliver a training program to deal with conflict resolution, two-way communication, problem solving and negotiation	➢ aimed to organize and provide regional training sessions on interest-based relations and grievance mediation
Target Population/ Client Groups	➢ Union ➢ Management	➢ National Apprenticeship and Training Advisory Committee ➢ Management	➢ City ➢ Union ➢ Regular Part-Time Workers, Union Exempt Workers, and Professional Association	➢ City ➢ Union ➢ Labour-Management Advisory Council
Client Needs/ Project Objectives	➢ to gain full participation of the union ➢ to increase employees' sense of autonomy ➢ to agree on a common strategy for implementing work teams	➢ to develop a systematic method of dealing with the needs of specialty contracts ➢ to eradicate some of the friction between parties during collective bargaining processes	➢ to develop a strong and mutually beneficial labour-management relationship ➢ to provide a working atmosphere based on shared corporate values	➢ to extend the understanding and use of interest-based approaches and grievance mediation ➢ to develop a Computer-Based Training module ➢ to provide training to individuals who will train regional workers
Effects/ Impacts	➢ helped to clarify lines of communication between employees and management ➢ renewed relationship between union and management ➢ led to the pursuit of other projects with respect to improving labour relations	➢ the project would not have proceeded or would have proceeded only in a limited capacity without the LMPP funding ➢ facilitated a meeting space between labour and management	➢ the project would have proceeded in a limited capacity without LMPP funding ➢ enabled all parties to participate in work and social-related activities ➢ communication was improved, allowing all parties to better address and strategize solutions	➢ the project would not have proceeded at all without LMPP funding ➢ positive impact on labour-management relationships, an increased body of knowledge, and reduced number of grievances

Project/Issue	Towards Greater Accountability, Introducing Work Teams into Automobile Dealerships	Development of a Strategy to Deal with Increased Specialization of Employers and Employees	Building Today for Tomorrow	Labour-Management Advisory Council Training Project
Barriers/ Factors Affecting Achievement of Objectives	➢ centralization of departmental decision-making could become a barrier	➢ received only 40 percent of the initial funding request ➢ a national workshop needed to be changed to smaller regional workshops	➢ amalgamation of the City of Ottawa provided an unstable environment, which may raise questions of sustainability for participants in the future	➢ the cost-sharing requirement was reasonable but it limited the project's capacity
Other Issues		➢ labour participants did not think the cost-sharing requirement was reasonable ➢ provided level of funding limited project's capacity and achievement of objectives		

Case Study Summary: Workplace Projects (continued)

Project/Issue	Employee and Labour Relations Project Initiative	Alternative Dispute Resolution Project	AIDS in the Workplace
Project Overview	➢ a multi-stage project aimed at designing a model for progressive labour-management partnerships in the public sector	led by a steering committee of four senior-level union representatives and four senior-level human resources management representatives, and aimed to: ➢ develop and implement a strategy to improve the relationship between labour and management ➢ establish policy, system, and operational practices	➢ aimed to produce a 30-minute video and discussion guide on AIDS in the workplace
Target Population/ Client Groups	➢ City ➢ Union ➢ Management Association	➢ Union ➢ Management	➢ Union ➢ Organization ➢ City
Client Needs/ Project Objectives	➢ to evaluate, identify, and address issues that impede a collaborative working relationship between labour and management ➢ to redesign a dispute resolution process to include problem solving steps prior to grievance to resolve the dispute faster and at lower cost	➢ to establish a framework and train labour and management to resolve work-related issues in a non-confrontational manner ➢ to develop a more co-operative approach to work reorganization ➢ to adopt a more efficient booking system to facilitate staff scheduling	➢ to encourage all parties to adopt a positive attitude towards the questions and concerns HIV-positive employees often face
Effects/ Impacts	➢ the project would have proceeded only in a limited capacity without LMPP funding ➢ a Working Relationship Agreement (WRA) resulted from the workshops ➢ the project strengthened the relationship between management and the union ➢ both parties learned to work together on a collaborative basis	➢ the project would not have proceeded without LMPP funding ➢ management felt that the project enhanced productivity and increased worker participation ➢ management reported a drop in absenteeism ➢ participants felt that there was a positive impact on labour-management relationships	➢ video aired on "Radio-Quebec" ➢ positive impact on labour– management relationships ➢ reduction in grievances ➢ people became more aware of the problems without becoming more discriminative

Project/Issue	Employee and Labour Relations Project Initiative	Alternative Dispute Resolution Project	AIDS in the Workplace
Barriers/ Factors Affecting Achievement of Objectives	➢ the success of the project depends upon its acceptance by front-line workers	➢ lack of senior-level representatives involved in the project was a barrier ➢ participants questioned the sustainability of the results	
Other Issues	➢ processes are most likely to be successful when skilled and neutral facilitators are present		

Case Study Summary: Workplace Projects (continued)				
Project/Issue	**First International Forum on Disability Management**	**State of the Art and Practice in Dispute Resolution**	**Conference on Best Practices for Joint Workplace Committees**	**Regional Seminars on the Changing Workplace**
Project Overview	➢ aimed to organize and facilitate the first International Forum on Disability Management	➢ union and management representatives planned, designed and organized a symposium on the art and practice of dispute resolution	➢ aimed to organize and conduct a two-day forum for Joint Workplace Committee members to exchange information, share best practices, and receive preventive-mediation type training	➢ two one-and-a-half day regional forums in Atlantic and Western Canada to examine the issue of the changing world of work as it affects Canadian workplaces
Target Population/ Client Groups	➢ Organization ➢ business, labour, government, and provider services representatives from a wide range of countries	➢ University ➢ Canadian Labour Congress ➢ union and management	➢ Union ➢ Corporation	➢ Businesses ➢ labour representatives ➢ education and training practitioners ➢ researchers, academics ➢ government officials
Client Needs/ Project Objectives	➢ to allow participants from various countries to meet to discuss the benefits of Disability Management ➢ to focus on implementing innovative best practices	➢ to broaden the understanding of joint approaches and strategies to dispute resolution in the workplace ➢ to bridge the gap between theoretical/empirical research and practice ➢ to help labour and management design and implement more effective mechanisms for resolving disputes in the workplace	➢ to ensure that the Corporation is able to respond to and manage expected changes in the workplace by adopting positive and effective labour-management collaborative techniques	➢ to share information on new and innovative approaches in the workplace ➢ to place a number of issues arising from changes in the workplace on the public agenda

Project/Issue	First International Forum on Disability Management	State of the Art and Practice in Dispute Resolution	Conference on Best Practices for Joint Workplace Committees	Regional Seminars on the Changing Workplace
Effects/ Impacts	➢ press coverage during the conference ➢ the project would have proceeded in a limited capacity without the LMPP funding ➢ positive impact on labour-management relationships ➢ increased information sharing and worker participation in decision-making	➢ the project would have proceeded in a limited capacity without the LMPP funding ➢ labour felt that the project was only somewhat successful ➢ management participants noted that the project increased information sharing ➢ the symposium contributed to a broader understanding of dispute resolution in the workplace	➢ the project would have proceeded in a limited way without LMPP funding ➢ impact on labour-management relationships of the forum was positive and significant ➢ information sharing helped to nurture labour-management partnerships ➢ set the stage for a second stage of activities	➢ the seminar would not have proceeded at all without LMPP funding ➢ the project led to substantial benefits in terms of positively impacting labour-management relationships ➢ increased information sharing and body of knowledge
Barriers /Factors Affecting Achievement of Objectives	➢ labour representatives felt that the fee for the Forum was a little too high for unions		➢ sustainability of the results needs to be addressed	➢ organizers felt that the amount of funding available was not sufficient
Other Issues				

Case Study Summary: Workplace Projects (continued)			
Project/Issue	**Sustaining Excellence in a Global Economy**	**Workplace Stress and Family Violence in a Climate of Downsizing**	**Working Towards Workplace Equity**
Project Overview	➢ aimed to initiate a study tour that allows labour and management to learn from one another ➢ aimed to publish a report of the lessons learned from the tour ➢ aimed to conduct a five-city seminar series	➢ a national conference for corporate, union, government, and non-profit organizations on the issue of "workplace stress and family violence" in a climate of downsizing	➢ a three-day conference to raise awareness and to provide a forum for discussion of principles and practices in pay and employment equity initiatives
Target Population/ Client Groups	➢ labour and management	➢ corporations ➢ unions ➢ government ➢ not-for-profit and community organizations	➢ employers and employees in unionized and non-unionized workplaces
Client Needs/ Project Objectives	➢ to address the changing relationship between labour and management ➢ to emphasize progressive, collaborative approaches	➢ to examine the complex relationships among employment insecurity, personal vulnerability, organizational mistreatment, mental health, societal attitudes towards women and victimization at home and at work ➢ to explore proactive measures to safeguard employees' well-being and sustain their productivity	➢ to educate women about pay and employment equity ➢ to discuss principles and practices of equity initiatives and to bring together equity partners ➢ to develop strategies for implementing workplace equity plans
Effects/ Impacts	➢ participants rated the success of the seminar from 'fully satisfactory' to 'superior' ➢ positive impacts on labour-management relationships ➢ increased information sharing	➢ the conference would not have proceeded without LMPP funding ➢ the conference raised public awareness of family violence ➢ benefits included positive impacts on labour-management relationships and increased information sharing	➢ the project would not have proceeded without LMPP funding or would have proceeded in a limited capacity ➢ most participants rated the project as somewhat successful, while others felt it was extremely successful ➢ the project increased information sharing and positively impacted labour-management relationships

Project/Issue	Sustaining Excellence in a Global Economy	Workplace Stress and Family Violence in a Climate of Downsizing	Working Towards Workplace Equity
Barriers/ Factors Affecting Achievement of Objectives	➢ management claimed that what was learnt could not be easily brought back to the workplace	➢ better participant commitment needs to be obtained up front	➢ participants felt the cost sharing was reasonable but limited the scope of their project ➢ organizers indicated that the funding was not sufficient
Other Issues			

Case Study Summary: Workplace Projects (continued)			
Project/Issue	**High Performance Work Organization Joint Partnerships**	**Building Improvements in the Work Environment**	**A Multi-stakeholder Investigation into the Long-term Effects of Contingent Work**
Project Overview	➢ a joint labour-management committee with the help of a facilitator studied the concepts and practice of the High Performance Work Organization (HPWO)	➢ aimed to evaluate the state of work relationships between different work groups ➢ aimed to analyze problems and propose recommendations	➢ two roundtables were organized to bring together employers, unions, contingent workers or their representatives, and government ➢ discussions of the roundtables were used for qualitative analysis ➢ a survey on contingent work was conducted
Target Population/Client Groups	➢ Management ➢ Union	➢ Management ➢ Union	➢ Employers ➢ Unions ➢ Contingent workers and representatives ➢ Government
Client Needs /Project Objectives	➢ to redefine the labour-management relationship: move towards an industrial partnership model between the union and employers ➢ to study the process of HPWO and develop leadership, business basics and facilitation training ➢ to evaluate the effectiveness of the process and training	➢ to foster new attitudes, approaches and working relationships between labour and management ➢ to develop a work reorganization plan ➢ to better understand the relationship between work organization and psychological well-being	➢ to publish a compendium report highlighting the issues related to contingent work ➢ to facilitate dialogue between labour and management and enhance understanding between both parties

Project/Issue	High Performance Work Organization Joint Partnerships	Building Improvements in the Work Environment	A Multi-stakeholder Investigation into the Long-term Effects of Contingent Work
Effects/Impacts	➢ the project would have proceeded in a limited capacity without LMPP funding ➢ a high level of commitment was achieved from both organizations ➢ gained an understanding that the inherent adversarial nature of collective bargaining will be a continual challenge facing labour and management	➢ the research project was described by many as a last chance "to save" labour-management relationships ➢ a number of recommendations to improve the labour climate were submitted ➢ results of the evaluation were seen as greatly improving the working climate and the relationship between labour and management	➢ by working together, government, management and labour were able to design an effective framework to deal with issues raised by contingent workers ➢ the final report outlined various innovative labour-management responses to contingent work
Barriers /Factors Affecting Achievement of Objectives			
Other Issues	➢ trust, communication and training are key in successful partnerships		

Annex C
LMPP Budget 1996–1997 to 2001–2002

Period	Budget	Actual Expenditures
1996–1997	$1,839,000	$1,307,000
1997–1998	$1,600,000	$1,407,000
1998–1999	$1,600,000	$1,430,000
1999–2000	$1,600,000	$1,248,000
2000–2001	$1,600,000	$ 706,000
2001–2002	$1,600,000	$ 666,000

Annex D
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